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ABSTRACT

This report is a contribution to the Stocktaking Research Project on national government policies within the field of education for Education for Democratic Citizenship (EDC) and the Management of Diversity (MofD) in the countries of South East Europe (Albania, Bulgaria, Croatia, Kosovo, Macedonia, Montenegro, Romania, Serbia, Slovenia). The Stocktaking Research Project identified one correspondent in each participating country of the region. These correspondents, together with two external participants, constructed a research instrument that guided the process of data gathering and analysis in each country. Each correspondent wrote a country report. Data gathering and analysis distinguished three main fields of investigation: (1) identification and description of national policies in the fields of EDC and MofD; (2) description of steps being taken by governments to ensure the effective implementation of these policies; and (3) collection of the views of a sample of practitioners and other stakeholders who were involved in EDC and MofD in the countries concerned. The report is divided into eight sections: (1) Executive Summary; (2) Chapter 1: Introduction; (3) Chapter 2: The Stocktaking Exercise; (4) Chapter 3: Content, Focus and Scope of Policies in Education for Democratic Citizenship and the Management of Diversity; (5) Chapter 4: Government Measures Designed to Implement EDC and MofD Policies in the Field of Education; (6) Chapter 5: Stakeholder Perspectives; (7) Chapter 6: Conclusions and Recommendations; and (8) Chapter 7: Next Steps. Includes 25 notes. Two appendices contains a list of the researchers and the research instrument (country report). (BT)

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EDUCATION FOR DEMOCRATIC CITIZENSHIP

Task Force
Education
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Enhanced Graz Process
Working Table 1
Stability Pact for South Eastern Europe

COUNCIL OF EUROPE CONSEIL DE L'EUROPE

Strasbourg, 8 February 2002

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Regional Report

STOCKTAKING RESEARCH ON POLICIES FOR EDUCATION FOR DEMOCRATIC CITIZENSHIP AND MANAGEMENT OF DIVERSITY IN SOUTHEAST EUROPE

Regional Analysis and Intervention Proposals

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SO 034 436

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EXECUTIVE SUMMARY

1. Introduction and Background

This report is a contribution to the Stocktaking Research on national government policies within the field of education for Education for Democratic Citizenship (EDC) and the Management of Diversity (MofD) in the countries of South East Europe. The research was designed within the activity plan of the EDC/diversity Working Group of the Stability Pact/Enhanced Graz Process and the Council of Cultural Co-operation. The main aim of the project is to gather data on current policies in the fields of Education for Democratic Citizenship (EDC) and the Management of Diversity in the filed of education (MofD).

2. Research Design and Methodology

The Stocktaking Research project identified one correspondent in each participating country of the region. These correspondents, together with two external participants, constructed a research instrument which would guide the process of data gathering and analysis in each country. Each correspondent then wrote a Country Report which applied this instrument to policies within their country. The data gathering and analysis distinguished three main fields of investigation. First, the identification and description of national policies in the fields of EDC and MofD; second, the description of steps being taken by governments to ensure the effective implementation of these policies; and, third, the collection of the views of a sample of practitioners and other stakeholders who were involved in EDC and MofD in the countries concerned.

3. The Content and Focus of Policies

General Policy Issues

3.1 The constitutional basis for EDC and MofD

All constitutions assert support for democratic processes, and for inclusive and egalitarian societies. No constitutional or legislative obstacles appear to exist to the pursuit of policy goals relating to EDC and the MofD in the countries of the region.

3.2 Policies on EDC

All governments of the region have declared themselves committed in principle to develop and encourage processes of education for democratic citizenship within the public school system.

3.3 Policies on MofD

All governments are committed in principle to work through their public education system, to build inclusive and open societies where all persons are valued equally, irrespective of ethnicity, religion or other individual differences.

EDC: Curriculum, Teacher Training and Organisational Development Issues

3.4 Curriculum

All national curriculum documents (where these currently exist), or their equivalent, refer explicitly to EDC, and most countries have explicit arrangements though which

this field can be taught. The field of EDC itself, however, is conceived in a variety of ways – some more adequate than others. For example:

- not all curriculum documents contain well worked out references to the particular knowledge and ideas, the skills and capabilities, and the values and personal dispositions, which would provide a basis for an adequate educational experience in this field for the student, let alone assigning these to particular developmental stages of the maturing individual; or,
- expectations of the ways in which the curriculum should be enacted also vary from country to country: some mandate a specific subject, or specific curriculum inserts, some envisage a process of permeation through conventional subjects, and some a combination of both; in addition,
- not all curriculum documents acknowledge the need to provide "space" for EDC and the MofD activities – formal and informal – in the working week of the school; and finally,
- there is also some evidence that in some contexts – because of the weak position of EDC *vis-à-vis* other more traditional curriculum subjects - the field may be, in practice, being effectively completely marginalised in many school systems.

3.5 Teacher training

Few, if any, governments had explicitly stated policies on priorities in teacher training; thus none had explicitly declared priorities in regard of EDC in that context. There appears to be comprehensive evidence of ineffectiveness and a significant waste of resources in this field.

3.6 Organisational issues

In most countries, the ideological positions in regard to individual rights, empowerment and inclusive decision making processes, though often clear in the text of written policy documents, are not well reflected in practice in the operation of classrooms, schools, and school systems. The conflicts of perception and understanding arising from this are likely to be blunting and disabling the impact of programs of EDC in schools.

MofD: Curriculum, Teacher Training and Organisational Development Issues

3.7 Curriculum: MofD as a priority

Statements of government educational policy generally recognise the need to make arrangements to recognise the importance of and value diversity. However, national curriculum documents and other arrangements documents do not generally reflect the practical challenges of achieving success in this area. Issues of MofD receive significantly less attention, in curriculum terms, than those of EDC.

3.8 Curriculum: recognising and validating diversity

Some countries' curriculum documents are reported as being strong in recognising the validity and value of multiple personal identities; others are weak – particularly in ethnic and religious terms. Some countries run the risk of effectively contradicting a declared positive position by making equally strong, or even stronger, statements, or showing evidence of implicit assumptions, about a prevailing national identity in ethnic, religious, or even historical terms.

3.9 Curriculum: recognising diversity in text-books and teaching material

Arrangements to ensure that these multiple identities are fairly represented in text-books and other teaching materials, and in teaching are often weak or non-existent.

3.10 Curriculum: teaching and learning in mother tongue

A variety of arrangements are described for the provision of instruction in the languages of the different ethnic groups. These arrangements are generally comprehensive in their scope, though there are hints in some of the reports that Roma are significantly disadvantaged compared to most other linguistic groups.

3.11 Curriculum: recognising and validating diversity in historical perspective

There is no evidence from any country of an adequate nor appropriate explicit recognition of the need to present relevant histories of the country and the region from a range of perspectives.

3.12 Teacher training

Few, if any, governments had publicly stated policies on teacher training; thus none had explicitly declared priorities in regard of MofD in that context.

3.13 Organisational issues

There exists, in some countries, a recognition within education policy statements that effective policies for the management of diversity, and for educating for democratic citizenship, include implications for the management and governance of schools. However, may be that some of the current organisational solutions may be aggravating, or at least perpetuating, current difficulties rather than solving them.

Cross Cutting Issues

3.14 Life Long Learning

Evidence of a recognition of the need for the education system to address this general issue is stated firmly in many of the reports. Policies recognise, for example, that there is a need for adults who have perhaps been failed by the education they previously received, to be prepared for employment in a modern economy. However, few policy statements link the need for the provision of life long learning with the issues of EDC and MofD. Once again, correspondents report a wide gap between policy and practice – little, they emphasise, is actually happening yet in this field.

3.15 Research and policy development

Few governments appear to have arrangements to stimulate, support, or build on the results of, programs of research into issues of EDC or MofD.

3.16 International co-operation

While many policy documents showed evidence of a common approach, descriptions of actual evidence of practical outcomes of this co-operation were rare in the reports.

3.17 Quality assurance

While the need for measures to assure quality in their education systems appear to be widely acknowledged in the region, in most countries present arrangements, if they exist at all, appear to be quite ineffective, and EDC and MofD are receiving effectively no attention.

3.18 Information and communication technologies (ICT)

References within national policy documents to the use of information and communication technologies (ICT) to promote EDC or MofD were exceptionally rare, though one country report notes that policy statements about ICT recognise the potential value for EDC and MofD and another emphasizes that significant achievements have already taken place in this field.

4. Government Measures Designed to Implement EDC and MofD Policies

4.1 Policy design: focus and internal coherence

Current educational policies, as they are being formulated, are not being subjected to a thorough going process of policy analysis. Such an analysis would ask penetrating questions about the nature of the policies themselves and the understandings of the workings of the system which they are designed to change or develop which are implicit in the policy formulation. This relatively inexpensive step would save a great deal of money (Policy development is cheap – policy implementation is expensive) and multiply the effectiveness of the policies pursued.

4.2 Political support and active stakeholder participation

Old habits of centralised decision making dominate, and stakeholders and other actors feel excluded from the processes of policy formulation. This leads to poor quality policymaking and almost guarantees failure in implementation processes. It is also particularly unfortunate in the field of EDC and MofD, undermining the primary goal of the process.

4.3 A clear, effective, well communicated implementation strategy

All in all, policy implementation and planning processes in the countries concerned appear to be considerably less than adequate. There appears to be an assumption that once policies are developed and stated, the task of the apparatus of government is effectively over. The complete absence of effective measures for monitoring and quality assurance encourages this attitude to persist and these practices to continue.

4.4 Funding

Good, zero-based financial planning is not seen as a critical part of a policy implementation program. There is often an over reliance on – often ad hoc – arrangements with NGO's for their input of funding and other resources. This often substitutes for genuine planning and can place enormous strain on the system as well as, on occasion, the NGO's. It can also lead to a loss of strategic control of policy by the government.

4.5 Curriculum, and teaching and learning resources

Curriculum planning, though often comprehensive, is not infrequently superficial in its approach. This is particularly damaging to non-traditional and non-subject based areas of the curriculum. There is a need for a stronger capacity within the region in the areas of curriculum design and curriculum analysis. This would also ensure greater alignment between intended and realised curricula. Finally, text books and other teaching resources in many countries need to be subject to careful review and analysis from the point of view of ensuring congruence with declared curriculum goals.

4.6 Teacher training and professional development

The case for the governments of the region engaging vigorously with the task of regaining strategic and operational control of their teacher training systems is overwhelming and urgent. They currently represent an almost completely unproductive use of significant amounts of exceptionally scarce resources. The current quality of their output may indeed represent a significantly and costly negative input to the system. In the meantime, carefully worked out partnerships between governments and appropriate NGO's may offer reasonable prospects of help for the urgent need in the fields of EDC and MofD in the short term.

4.7 Organisational development and new structures and modes of provision
There is a very strong case for radically overhauling the structures, institutions, procedures and organisational values and culture of the organs of educational management and governance in the system. Not only are they a barrier to development, but they are undermining the processes of EDC and MofD in the education system. This is a difficult process, however, and help will be required.

4.8 Monitoring and quality assurance
The reform of current arrangements for monitoring the real performance of the education systems in a country and the creation of effective Quality Assurance systems could be the most effective starting point for educational reform in the region. Failing the existence of such processes, it is likely that a great deal of the effort and resources invested in implementing policies for change – particularly those in the fields of EDC and MofD - will be dissipated.

4.9 Piloting and mainstreaming arrangements
A number of country reports reported positively on government/NGO partnerships. Equally, most reports drew attention to significant problems in this field. It does appear that here, again, there is a significant opportunity being missed, and significant risks being run in the absence of planned and co-ordinated piloting of proposed policy initiatives.

5. Stakeholders Views

5.1 Signs of progress
Practitioners all over the region show a remarkable commitment to the principles of EDC and MofD, they have developed numerous projects and activities to put these into practice - although sometimes only in isolated cases and in an often hostile systemic environment. Such individuals and organisations have accumulated a wealth of relevant experience in developing and applying citizenship and diversity curricula to their students. Sometimes too, these same individuals who, in the past, had met with opposition, or even persecution, by government are now, in some cases and in some countries, beginning to be seen by Ministries as having a significant contribution to make. Though many formal and institutional barriers remain, there is also some evidence that individual contact between Ministry officials and NGO leaders in particular, may be resulting in the beginnings of a measure of willingness on the part of the officials to recognise and value this external expertise and experience.

5.2 Failures of communication
There appears to be a widespread lack of knowledge about government policies on EDC and MofD amongst stakeholders in the countries concerned – even amongst those who are most directly affected by the policies themselves. Sometimes correspondents report a complete lack of stakeholders awareness that policies even exist. This must represent a major failure of communication on the part of government.

5.3 Lack of consultation
Many stakeholders report a complete lack of consultation or discussion on the part of governments in the process of drawing up the policies. They express frustration at this experience. Many of them – quite rightly – are of the view that they could contribute significantly to this process.

5.4 Failure to establish partnerships
Those stakeholders who are NGO's – often the major actors in this field in the countries concerned – are often very sharply critical of what they describe as a failure to establish effective and productive working partnerships at an operational level with the governments of

the countries in which they work. They see this as a reflection of a lack of effectiveness and commitment at the operational level with Ministries of Education. They also see it as a major opportunity missed.

6. Conclusions

Governments in all countries of the region have recognised the need to develop pro-active policies in the fields of EDC and MofD, and have already put, or are in process of, putting in place the constitutional and legislative base for action in this field. Governments of the region appear to be committed in principle to developing and implementing effective policies in these fields.

The process of putting in place appropriate policies has been underway for some time in most countries and the policy statements themselves are, in general, well developed. Policies in the field of **curriculum** tend to be the most developed. The policies themselves, however, are not always comprehensive in their coverage, and some contain gaps, internal tensions and dys-functionalities. Some policies on curricular materials and practices – particularly those in language and history – are unsatisfactory and need to be comprehensively reviewed. Effective policies in the crucial field of **teacher training** are almost non-existent; this missing provision currently represents a major obstacle to success and a serious waste of scarce resources in most countries of the region. In terms of **structural and organisational issues**, there is a great need for positive policies to ensure that the schools, school systems, and other institutions of education are developed so that their values, ethos and modes of functioning reinforce rather than, as often at present, undermine the lessons of EDC and MofD. The structural and organisational solutions which presently ensure that the rights of minorities are protected need to be reviewed and further developed, so that they work towards inclusion rather than further division between communities.

There are gaps and omissions in policies in the fields of **Life-long Learning**, and **Information and Communication Technologies**: the potential benefits of **international co-operation** – particularly within the region – often fail to be realised because of internal communication failures and a failure to knit together simultaneous lines of policy development within countries; there is little evidence of coherent and effective policies to ensure that the need for local capacities in **policy research and development** is being properly addressed; and, above all, in the absence of effective **Quality Assurance** systems many positive policies are simply proving ineffective, and a waste of time and money – this should be an urgent priority.

There is overwhelming evidence of serious shortcomings in the **policy implementation processes** in most – if not all – countries of the region. Indeed, in many countries, implementation programs and implementation planning, at least in the fields of EDC and MofD, *simply do not exist*. As a result, most of the good intentions set out in national policy documents have little if any impact on actual practice in schools and in classrooms. This should be quite unacceptable. It represents a not only a failure of the policy process – important though that is – but perhaps more significantly it represents a failure of the processes of governance and management of the public education systems of the region. It brings those new processes of democratic governance into disrepute, encouraging a continuation of the state of mind which underpinned the old policy/praxis dichotomy. The problems which underlie this unsatisfactory state of affairs call for urgent and vigorous attention. Solving these problems would be an important step towards maturity in the process of the development of democratic and effective governance of the countries of the region.

Finally, the views of those **stakeholders** interviewed offered encouragement – in that they revealed a very significant commitment to working in this field, and to helping governments design and mount effective implementation programs. The same stakeholders, however,

offered discouragingly negative accounts of their experiences in trying to work together with governments towards what ought to be common goals.

7. Next Steps

7.1 National EDC Working Parties and Seminars

The Ministries of Education in each country of the region should set up a national working party with a remit to examine their own Country Report in the context of the Regional Report, and to make clear recommendations for action to the Ministry; this working party should also give consideration to widening the focus group exercise described in this report ensuring the involvement of stakeholders (students associations, parents associations, teachers' and other unions, employers associations, churches and other interested bodies); and, the Task Force "Education and Youth" of the Stability Pact Process should co-operate with the governments of the countries of the region to organise a series of seminars at which the results of developments which have taken place within each country as a result of this programme can be described, and at which good practice can be shared.

7.2 Regional EDC Audit and Evaluation Teams

While there is a good deal of good development work in the field of EDC and MofD in the countries of the region it currently lacks systemic impact. A way needs to be found to link policy and practice powerfully.

The Council of Europe, through the Stability Pact processes, should establish a Regional EDC and MofD Audit and Evaluation Team and implement a Regional and National schemes to offer a "quality mark" service to schools and other life-long-learning institutions which demonstrate best practice in the fields of EDC and MofD. Participation in this scheme would be voluntary, but it would fulfil a number of positive purposes. It would both provide a means for schools and other relevant institutions to have their present good practice publicly recognised and possibly rewarded, and it would encourage and support the development of participative evaluative skills amongst the participants.

The Regional EDC and MofD Audit and Evaluation Team would consist of representatives from each of the countries of the Region and be chaired by one of these representatives. In its first phase of operation the team would aim to develop the capacity to construct audit instruments and procedures which could be used by the respective countries of the Region to determine their own current state of effectiveness of policies and practices in the fields of EDC and MofD, and would construct these instruments.

These instruments would examine three areas:

- National policies, conducting a policy analysis of national policies on EDC and MofD and including matters of:
  - curriculum, and supporting resources;
  - teacher training; and,
  - institutional and organisational arrangements.
- Implementation plans, including:
  - quality of planning; and,
  - arrangements for monitoring and accountability.
- Practice, including the development of:
  - a set of quality indicators to describe good practice in EDC and MofD in schools and other associated institutions;
  - procedures for using these by local teams seeking to determine the likely effectiveness of current practice; and,

- arrangements to train local teams in the development of the appropriate skills to use these instruments in practice.

The team would then go on to set up a regional scheme which would enable national teams to award a Regional EDC „quality-mark" to those schools and other institutions whose arrangements and practices met the standards set out by the regional quality indicators of best practice.

During the second phase of operation, the regional team would then work with national teams established within each country. The Regional Team would thus be responsible for cascading good practice into the countries of the region. The national audit teams would work within the regional schemes to implement the EDC „quality mark system".

The sponsorship of such a scheme by the Council of Europe would be very much in line with its currently stated policies and would provide that body with a means to demonstrate its practical support for the ideas it seeks to promote. It would also greatly strengthen the impact of the scheme within the countries of the region and would avoid unfortunate associations with so called "award" schemes of past regimes.

It is recognised that the Regional Team would initially require considerable help and support. But it is anticipated that the team would quickly move beyond that stage and become a significant resource for change in the region. It is also recognised that this approach could well lay a platform for the development of effective practices in quality assurance and accountability which would have significance well beyond EDC and MofD.

7.3 Regional Co-operative Initiative on Teacher Training

In practically all countries current arrangements for state provision of in-service and pre-service teacher training are identified as being particularly inadequate and a woeful waste of significant amounts of national resources which are desperately needed elsewhere. This is why the Stability Pact should establish a Regional Co-operative Initiative on Teacher Training. The case for reform of current arrangements goes well beyond the fields of EDC and MofD.

The Stability Pact should set up a working party from the countries of the region to develop options for action on this matter, and to determine ways in which good practice can be imported into the countries of the Region. This determination should include a consideration of ways in which:

- a modern curriculum can be developed for In-service Teacher Training and Pre-service Teacher Training; a curriculum which focuses on the practical challenges of teaching and on the teacher competences and teaching approaches which are required for, *inter alia*, successful teaching of EDC and MofD;
- training, and other professional development opportunities, can be provided for school principals and other leaders within the school system who have a crucial role in establishing the organisational values, systems and practices which shape the organisational contexts for EDC and MofD;
- arrangements could be made for identifying and training staff who could provide such courses; and,
- organisational arrangements – including the possibility of the replacement of current failing institutions – could be made to ensure that proper training and support could be provided to teachers and others at reasonable cost to the public purse.

If this working party were to prove successful, it could form the basis of a regional Teacher Training Association.

7.4 Management and Governance in Education as Priorities

The Stability Pact, in its Task Force for Education and Youth, should take account of the sharp criticisms which have been made in this report of the failings of the current processes of management and governance within the public education systems of the countries of the study. The Stability Pact Task Force should regard effective action on these matters as being critical for all future development and should act urgently in a broader context to ensure that these issues are addressed promptly and effectively. In particular, while recognising the importance of providing training and other development opportunities for key individuals within the system, the negative consequences of carrying this forward in the absence of serious systemic reform to the structures and procedures currently in place should be also be recognised and acted upon. Within this structural reform, priority should be given to developing adequate arrangements for genuine monitoring and accountability within the system.

Each of these recommendations is set out in more detail in Chapter Seven.

CHAPTER ONE: INTRODUCTION

1. The Background to the Exercise

This report is a contribution to the Stocktaking Research on national government policies within the field of education for Education for Democratic Citizenship (EDC) and the Management of Diversity (MofD) in the countries of South East Europe. The research was designed within the activity plan of the EDC/Diversity Working Group of the Stability Pact/Enhanced Graz Process and the Council of Cultural Co-operation.

The idea of the research project emerged at the Graz Process Sofia Conference in 1999, during the considerations of the working group on EDC. This working group discussed at length the gap between policies and practice in both of these fields within the countries of the region. This was recognised as being one dimension of a major problem. As a first step to engaging with this problem, one of the participants in the group – in fact one of the experts from one of the countries in the region – proposed that a necessary first step would be to identify and map out the state of current government policies in this field in each country. In other words, a regional stocktaking exercise focuses on identifying and describing the current pattern of national policies within the fields of EDC and the MofD. This proposal was enthusiastically taken up by the group. Following that meeting, the Working group for EDC and the MofD met again in Bucharest in January 2000. At that meeting the proposal was turned into a project for submission for inclusion in the activity plan prepared for the Stability Pact's March 2000 Funding Conference. Given that the main focus of the council of Europe is national policy and policy development, it seemed logical that that body should coordinate the project. Through the Stability pact process the project found approval and was included in the Stability Pact's Action Plan[1] a promise of funding was received from the governments of Switzerland and of Austria. The funds became available at the end of the year 2000 the project got underway in February 2001.

The importance of both of these sets of issues for the countries and the peoples of South East Europe needs no emphasis, and both the formal processes of the Stability Pact, and a range of statements by other concerned bodies – international agencies and NGOs – have left no room for doubt that effective action in both of these fields of activity within the public education services of the countries of SEE are seen as vital in bringing stability to the countries and quality of life to their inhabitants. This is not solely the task of government. But it is a task in which government has a vital enabling and leading role. In particular, effective action in both of these fields is seen as being a critical enabling component of the processes in which governments seek to lead the way forward to more stable, and more inclusive societies; societies better placed to embrace and value the rich human diversity of their own communities, and better situated to build material and cultural prosperity.

This report, and the research project which it describes, is draws on the conceptual framework developed by the Project "Education for Democratic Citizenship"[2] and the relevant Council of Europe documents on EDC and MofD[3]. These are the draft *Common Guidelines for Education for Democratic Citizenship* adopted by the Council of Ministers of Education at

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[1] Working Group on Education for Democratic Citizenship and the Management of Diversity: Activity Plan. The Enhanced Graz Process, March 2000.

[2] *Basic concepts and core competencies for education for democratic citizenship*, CoE, DGIV/EDU/CIT (2000) 23; *Education for democratic citizenship: a lifelong learning perspective*, CoE, DGIV/EDUCIT (2000) 21; *Strategies for learning democratic citizenship*, CoE, DESC/EDU/CIT (2000) 16; *Sites of citizenship: empowerment, participation and partnership*, CoE, DECS/EDU/CIT (99) 623 def. 2;

[3] *Declaration and programme on education for democratic citizenship, based on the human rights and responsibilities of citizens; Recommendations 1346 (1997) on human rights education; Recommendation 1401 (1999) on education in the responsibilities of the individual; Draft common guidelines for education for democratic citizenship.*

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Cracow in October 2000, and, *Managing Diversity*, the draft *Klagenfurt Memorandum* from 1999. The Stability Pact process draws heavily on these documents: so, in turn does this research project. Summaries of descriptions of EDC and MofD, as set out in the *Stability Pact Working Table Report*[4] are presented below for the reader's convenience.

2. Education for Democratic Citizenship

Education for democratic citizenship aims to promote a culture of human rights, democratic principles and citizens' participation and responsibilities and is therefore essential in the transition to democracy. Education for democratic citizenship has political, economic, social, cultural dimensions. It includes formal and non-formal education within a lifelong learning process and needs to focus on the simultaneous acquisition of knowledge, skills, values and attitudes. The promotion of education for democratic citizenship requires parallel actions at policy and institutional levels, as well as at school and civil society levels. Actions, needing financial support, should include policy and curriculum development, teacher training, educational material production, support to grassroots initiatives and NGOs, as well as networking, exchanges and partnerships between actors of education for democratic citizenship.

3. Management of Diversity

The concept of diversity should extend beyond ethnicity to include all its aspects (e.g. age, gender, religion, ethnicity, citizen status). it should be based on the respect for human rights, democracy and pluralism and evolve in response to the complex challenges of countries in transition. Management of diversity is an important tool for individual empowerment by promoting inclusive multiple identities based upon the respect for the right to be different, thus contributing to social cohesion and unity. Education for the acceptance, respect and responsibility for diversity includes acquiring competencies such as openness to and interest in others; cross-cultural communication and understanding; critical approach to social reality, including to ethnocentrism; democratic citizenship knowledge, values and attitudes. Teachers' competencies should include developing sensitivity to group dynamics and mediation skills.

For the purposes of this stocktaking exercise, these were taken as working descriptions of the two fields, though researchers were encouraged to exercise their judgement in the interpretation of these descriptions.

Evidence of the need to develop at least one of these descriptions came early in the planning work of the research team. Members of the team found themselves uncomfortable with the concept of "management" of diversity. It was felt that this was too negative a term and connoted the simple containment of a problem rather than the generation of positive solutions. While it was certainly true that the containment and management of this problem was important – and in few places more evidently than in SEE – it was also felt, particularly if education initiatives were being considered, that there were other equally valid, and perhaps mort positive and in the long run more productive, ways of looking at the problem. Readers will therefore sometimes find the phrase "Valuing Diversity and Social Cohesion" substituted for the rather less positive, "Management of Diversity. The two terms should be understood as recognising the same focus of interest – if a rather different operational approach to the generating solutions to the problem.

[4] Educational Co-operation for Peace, Stability and Democracy in SEE (Enhanced Graz Process): Working Table 1, Conference, 12-14 November 1999, Sofia, Bulgaria – Recommendations.

4. SEE Ownership

One further consideration which was influential in determining the methodology of the project is also worth noting. The Working Table 1 of the Stability pact process had been emphatic in its assertion that the countries of the region should be seen as the actors, as well as the objects of the investigation. The notes of the meeting make this point in a number of ways.

All projects should be " *... listening and responding to the needs identified by regional experts rather than offering a donor-driven perspective at all stages of the process (programming, implementation, evaluation etc.): the countries of the region are owners of the process*[5]. The projects should also recognise, " *... the current realities and diversity between countries in the region and develop instruments which are sufficiently flexible to respond to rapidly changing needs*"[6]. The projects were also seen as contributing to the processes of capacity building within the region, " *... developing mechanisms for systematically reviewing the present situation, as well as for monitoring and evaluating the impact of action undertaken, thus ensuring quality control and learning from past mistakes*"[7]. Finally the projects were to encouraged to, " *... enable local actors to take responsibility for, and thus ownership of, the process*"[8].

These became central concerns of the research team.

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[5] Educational Co-operation for Peace, Stability and Democracy in SEE (Enhanced Graz Process): Working Table 1, Conference, 12-14 November 1999, Sofia, Bulgaria – Recommendations.
[6] *Op cit.*
[7] *Op cit.*
[8] *Op cit.*

CHAPTER TWO - THE STOCKTAKING EXERCISE

1. Planning the Exercise

The main concern of this study was to take stock of the policies of the governments of the region in the fields of EDC and MofD. This goal, by its own nature, dictated that the prime focus of the exercise should be the policy statements of the governments of the countries of the region in these two fields, EDC and MofD. The first task to be overtaken then was to determine where and how these policies were to be identified. In many countries this would not have been a problem. Traditionally, the first stage of such a policy analysis would have been to determine and assemble the range of current enacting and enabling legislation, white papers, and other supportive statements of government policy in the relevant fields, for each country. However, given the range of political circumstances in the countries of SEE, given the traditional lack of transparency associated with government functioning, and given the sometimes poor communication even between government departments and agencies let alone to the general public, this was not, in every case, an unproblematic task. A number of difficulties were anticipated and strategies for overcoming them had to be developed.

Firstly, it should be noted many of the countries concerned face significant internal challenges in establishing effective processes of government. The legacy of the former regimes may have been overtaken in terms of constitutional statements and ideological declarations, but the functioning apparatus of government still, in many countries, is not far down the road to openness and effectiveness. If this is true in general terms, it is particularly true in the field of education. In some of the countries of SEE the processes of educational policy development and implementation are not yet at functioning effectively – a lack of experience and expertise in these skills within the apparatus of government has frequently proved an obstacle to progress. And other, only too real, problems exist. The machinery of government is still too often characterised by over-centralisation combined with poor internal communication as well as by an acceptance of a policy/practice dichotomy which can be staggering when first encountered. In some circumstances, these difficulties are further compounded by political instability – always a disabling context for developing effective administrative machinery. Finally, in some countries the combination of a chronic shortage of funding, endemic low-level corruption, and a complete lack of accountability present formidable obstacles to building an effective public education service.

Such circumstances may make an overwhelmingly strong case for the development of effective policies and implementation measures for EDC and the MofD as a priority: they do not present an easy context within which to carry out an education policy stocktaking exercise. Nevertheless, it is precisely such a context within which the exercise had to take place, and which, as a consequence, shaped the structure of the exercise itself.

It was decided early in the planning that, given the circumstances described, it would not be enough simply to focus on declared government policy goals, but that the measures contained within policies, and designed to ensure the implementation of these goals, should also be identified and scrutinised. This intention was, in part, a recognition of the general truth that effective government policies should always consist of more than statements of intent and ideological commitment; they must also contain measures – both procedural and financial – to ensure that such policies impact effectively on the problems they are designed to tackle. But this decision reflected more than a recognition of that general truth; it was also an explicit acceptance that one powerful legacy of the former regimes was a culture, broadly pervasive within the public service, which tacitly accepted - indeed, given the nature of the previous regime – which frequently actively conspired to ensure that policies made at governmental level had minimal, if any, impact on the *status quo* in schools and other public

institutions. What had been a desirable characteristic of the machinery of government in former difficult days, had now become an obstacle to progress.

The first strand of the exercise's investigations, then, would look at the extent to which governments of the region had declared educational policies which took as their main concern goals related to EDC and the MofD. This investigation would look at the shape and content of these policies. The second strand would seek to gather and examine evidence relating to the steps which governments were taking, or were planning to take in order to ensure the effective implementation of these policies.

Both of these strands, it was decided, would take as their main source of data official documents; mainly statements of official policies in relevant fields, government education development strategy papers, implementation programs, etc. The research team, ever mindful of the difficulties set out earlier in this paper was keen to go further, however. If the first two strands of the stocktaking exercise were to focus on statements of government policy goals and implementation measures, a third strand, the team decided, should adopt an entirely different perspective on the same topics. If the first two strands were to use mainly official government statements as their sources of data, the third would examine how matters looked from the point of view of practitioners in the field. This part of the investigation was very loosely structured. Respecting the range of possibilities and constraints represented by the varying contexts across the range of countries concerned, researchers were encouraged to develop means of gathering data which were most appropriate in their given circumstances.

One course of action was agreed on as preferred, however. Researchers were encouraged, where possible, to bring together focus groups of "practitioners" from the fields of EDC and MofD. These "practitioners" were to be drawn from a range of constituencies, but should include teachers, School Directors, NGO leaders, civil society activists – essentially they should be those who would be charged with operationalising government policy in these fields, or who would be otherwise closely engaged either in support, or by working in parallel with, official actors in the implementation processes. Flexibility was emphasised, however. Country correspondents, taking account of local circumstances, could adopt a range of data gathering strategies. If the preferred method of focus groups were felt to be inappropriate, other methods could be adopted. Country reports, however, should set out clearly not only the views gathered, but the means used to assemble and determine these views.

The focus of the stocktaking exercise and its scope were thus clearly determined. Three research questions lay at the heart of the investigation. In the countries of the region, and in the fields of EDC and the MofD:

Three Core Stocktaking Research Questions for EDC and MofD

- **What policies have been developed by government?**
- **What measures have been adopted to implement these policies? and,**
- **What do members of the local community of practitioners (teachers, NGO leaders, etc.) think of these policies and implementation measures?**

During the planning of the exercise the research team were frequently temped to stray from those clear goals and plan to include a consideration of what is actually happening on the ground in these fields; indeed, to go further and look at the impact of existing policies – some of which have now been in place for some time. The resources available to the project, but above all the timescale made that impossible, however, and such temptations were firmly, if regretfully, set aside.

Other work has been done in this field, however, and the team noted with interest the results of the recent IEA study which looks at the relevant attitudes of young people currently emerging from the school system (Indeed, one country report has chosen to refer to it extensively). This data is useful in that, for those countries for which it is available, it establishes a baseline – a point of departure for current developments. It will be intensely useful in those countries for purposes of plotting future progress. This present study has, however, a more formative purpose and will be most useful to the extent to which it succeeds in describing adequately the current range of government policies and practices as they presently exist.

To summarise, then: the stocktaking exercise would operate on government education policies in the countries of the region in two main fields – EDC and the MofD. There would be three strands to the investigation in each field. The first strand relating to determining what policies existed, the second relating to identifying and describing the measures used, or planned to implement these policies, and the third strand setting out the perspectives of practitioners on both the content and implementation issues.

2. The Countries and the Correspondents

The countries in which the exercise was to take place were effectively defined by the definition of the region adopted by the Stability Pact Process. This was seen as unproblematic.

More problematic, however, was the process of identifying, and obtaining the services of researchers who could act as country correspondents for the stocktaking exercise. The essence of the task of a country correspondent was seen as threefold. It would be to:

- participate in the detailed design of the stocktaking exercise and the research instrument;
- search out, and acquire the relevant data and to write their Country Report on the basis of the research instrument; and,
- participate in the analysis of all country reports and support the writing of the Regional Report.

Country correspondents would also be asked to check their country reports for accuracy of content, though not for the validity of the views expressed, with their local Ministry of Education or equivalent body.

The researchers were identified by the Council of Europe as independent experts and academics from within several networks active on Education for democratic citizenship and the management of diversity; in particular the Council of Europe 1997-2000 EDC project, the working group on EDC and the Management of Diversity of the Enhanced Graz Process (Stability Pact), the Summer School on Education for Democratic Citizenship at the Central European University.

Unfortunately, it proved impossible to appoint a researcher for Bosnia and Herzegovina, in spite of several attempts. The prime reason for this failure appeared to be the complexity of the political situation in that country. The fragmented educational setting within the country was also a source of difficulty, in that it meant there were relatively few candidates who could

have co-ordinated the task. The expected timeframe would also have posed some very significant challenges.

3. The Research Instrument

The next task was to develop this structure into a research instrument which could be used by the country correspondents to support and shape their task of gathering data. Beyond that, however, it was appreciated that there would be considerable advantages for the end users of the reports if a common structure were to be possible for all the Country Reports. Such a common structure would not only facilitate comparisons, but especially, would ease the task of locating and accessing data for users of the reports – not least the compilers of the regional report. Thus the research instrument was developed in five main sections. These sections would correspond to the five main sections of the country reports. The first section, and introduction, would give space for each correspondent to set the scene for the main body of their Country Report, describing briefly the range of relevant contextual factors, political, social, economic. The second, third and fourth sections would correspond to the first, second and third strands of the investigation, and the fifth and final strand would invite the country correspondents each to reflect on and draw conclusions from their investigations. Thus the common structure of the Country Reports would, hopefully, in reflecting the structure of the data gathering instrument, both support the correspondents in their tasks and facilitate comparisons and access for the end users of the stocktaking exercise.

One task remained: that of setting out the headings within each strand under which data should be sought and assembled; and then developing a comprehensive range of question to which answers should be sought under these headings. It was agreed that there would be three main areas of interest which would apply equally well to both fields. These three areas of interest correspond to the three modes in which, it has been argued elsewhere[9], all effective educational development programs must operate in order to be effective. These three modes are development of the curriculum in the relevant area, the provision of professional development for affected staff, and ensuring appropriate organisational development for affected institutions and structures. Thus, the three main topics under each heading of the first two strands are – in the context of this particular exercise - Curriculum, Teacher Training Provision, and Institutional and Structural Change.

Finally, the team recognised a range of other relevant cross-cutting topics under which it would be useful to look for and gather data. These were:

- Life-long Learning;
- Research and policy development;
- International Co-operation;
- Quality Assurance; and,
- Information and Communication Technologies.

The last stage in developing the Research Instrument/Report Structure was to set out under each heading and sub heading, the main questions which would structure and focus the inquiry.

The complete Research Instrument/Report Structure is set out in Annex B to this report.

4. Acquiring the Data

Even as set out in the two key reference documents mentioned above, EDC and MofD are not sets of concepts to which it is easy to set limits in terms of unambiguous interpretations of either national government policy statements, or government measures designed to

[9] Managing Change SAP etc.

implement such policies. Not only can the core concepts themselves be slippery, but the context in which this study takes place – that of the countries of South East Europe in the first years of the Twenty-first Century - is such that issues of the meaning and interpretation of the key topics at the heart of the study are, in many of the countries studied, only gradually finding operational meaning within national public education systems and schools. Further, while it might be a straightforward matter in a mature western European democracy to assume a broadly common set of values and attitudes – at least as publicly expressed, if not as universally lived out – which could be used as a justification for such policies, in SEE this matter is not unproblematic. The importance, and the effect, of these two sets of issues – issues of culture and meaning, and issues of social and political context – bear strongly on any investigation into public education policy, particularly in the fields of DC and MofD, and nowhere more so than in the present day countries of SEE. These circumstances mean that this study - if it is to be useful – must take account, not only of the extent and manner in which policy goals related to these two sets of ideas find expression in public policy statements, but also the meanings which such expressions of intent have in the particular national context. It also implies that the study must be aware of and sensitive to the current social and political conditions of the countries in which the study takes place as well as the recent and historical events which have helped shape and condition these circumstances.

These issues presented a number of methodological challenges to the study. Clearly, if the main goal of the study was to simply take stock of national government policies in the fields of EDC and MofD, the most efficient method to do so would have been to assemble a small group of experienced policy analysts, bring together the relevant national policy statements, and apply the expertise of the first to the contents of the second. The two key documents - the Cracow Declaration and the Klagenfurt Memorandum - underpinning this study would have readily yielded adequate conceptual frameworks for the analysis of the data. To have taken this approach would certainly have resulted in a tidier and more concise study than this present report describes. It would, however, most likely have had a number of serious flaws. It would certainly have been much less rich in descriptive terms: it would also have run the risk of imposing an outside perspective and meaning on the data sought and acquired. Consequently, it may well have been quite misleading in any consequent analysis.

The first major challenge for this study, then, was to ensure that the descriptions of national policies were securely grounded in the contexts in which they occurred. The research had certainly to take as its point of reference the meanings of EDC and the MofD as set out in the two key documents, but it had also to do so in a way which was culturally and contextually sensitive; which took account of local understandings of these concepts and the way in which national policies interpreted local circumstances in the policy statements.

Beyond that – since the study is interested in public reality as well as government rhetoric – it seemed also to be important to trace the intentions of national governments through from statements of public policy and policy goals, to look also at the nature and extent of the implementation measures proposed by government to ensure the delivery of the intended policy goals. Here too, it seemed vital to adopt a methodology which could understand both the meaning, and the likely effectiveness, of proposed implementation measures in the light of the often quite unusual local circumstances.

For this reason it was decided that a simple analysis, carried out by external experts, of relevant national government policy statements would not be acceptable. What might have been gained in so-called objectivity – always an illusory goal, even in the most favourable of circumstances – would almost certainly have been lost in terms of validity and utility. A different approach was therefore chosen. The core stocktaking team would consist of one correspondent form each of the countries concerned.

This raised another problem, however. The history of public policy analysis in the countries of the former Soviet sphere of influence has, for obvious and previously well documented

reasons, not been strong. One consequence of this is that not all academics working in the fields on which public policy draws – particularly the field of education – have had opportunity to gain broad experience in this mode of operation. It was therefore decided to supplement the core team with two external members who could balance the team in this important regard. Together, all members would construct a methodology and a research instrument which would support and shape the investigations in each country. Each correspondent would then go on to apply this research instrument to his or her own country's context. The products of the study would thus be a report for each country, written by its correspondent, using this research instrument to structure both the study and the resulting report. In addition, the two external members would draw together the results of the analysis in an overarching Regional Report.

5. Analysing the Data

The most important data acquired as a result of this exercise is contained within the country reports. Indeed, one of the most productive aspects of this stocktaking exercise has been the richness of the country descriptions. One of the great dangers of the task of conducting the regional analysis has been to over-simplify the conclusions of the country reports, to minimize and oversimplify the range of contexts described and to produce, as a result, a regional report which sacrifices these differences on the alter of synthesis. The writers have been continually conscious of this trap. Readers are therefore strongly encouraged to delve into the country reports themselves. Only in this way will the real immensity of the challenges being faced by governments and by educators straining to engineer real changes in this field emerge. This Regional Report would be worse than useless without the background understanding obtainable only from the country reports.

Having said that, some common shape has emerged from this stocktaking exercise: some generalisable understandings can be distilled from the whole exercise. These are cautiously offered in the shape of a series of propositions. The propositions themselves are grouped and ordered according to the main focus of the research instrument. That is the first group of propositions focuses on the nature and content of the policy goals relating to EDC and MofD which have been publicly declared by the governments of the region and which are set out in their white papers and other official documents. The backgrounds to these statements are elaborated in the relevant Country Reports. The second group of propositions deals with the ways in which these declared intentions find expression in the implementation programs, or other policy implementation measures, set underway by these governments to ensure the implementation of their policies. The third, and last, set of propositions draws lessons from the views of the various groups of practitioners – teachers, NGO leaders, civil society activists – consulted by the correspondents in each country.

In the process of analysis, however, it became evident that the three sets of findings from the three strands of the research (policy intentions, policy implementation measures, and stakeholders views.) could not be treated in exactly the same way. There had always been a recognition that the third area – the views of the stakeholders and practitioners – would require a different treatment in the process of analysis. This was not problematic; it was a function of the different kind of data that was being sought and the way in which the data was being gathered. There had been an expectation, however, that the first and second sets of data (EDC and MofD policies, and their associated implementation measures) would, by their very nature, be much more closely associated, and that the process of data analysis could be conducted using parallel structures – if different research questions. The assumption was that the country correspondents would gather data in each field on policy goals and intentions, as set out in the appropriate white papers, national curriculum documents and other appropriate official communications. They would then go on to check, for each field, and each topic and sub-topic within the field, what steps were being taken to implement each lines of policy. Thus the research instrument (Annex B) was structured in exactly the same

way for both sections, with only the specific focus of enquiry – as represented by the questions asked - differing. These expectations proved to be in error.

A full discussion of the reasons for the unexpected differences in both the shape and content of the data gathered in the second strand of the investigation – the description and analysis of policy implementations measures - properly belongs to later sections of this report. At this stage it is sufficient to note that the shape of the analysis presented in the second strand under this heading departs from the structure offered in the corresponding section of the research instrument. It had been hoped that a general set of questions (see Figure) could be applied to each of the categories and sub-categories of policy according to which the research instrument had been structured.

Policy Implementation Programs:
a Framework for Analysis

- **What measures are in place that would lead to the implementation of this policy? Do these measures include a specific implementation program?**
- **Is there a published implementation program for these measures? Is it widely circulated? Have the major stakeholders been consulted and are they involved – or are there plans for their involvement? Are there dates set for the completion of tasks within the program and of the program itself?**
- **Is there clear political support for this program? Is there any significant opposition? If so, from what source/s?**
- **Are there any pilot programs established? If so, what is the scale of the pilot (10 schools? 10% of schools?)**
- **Which institution/s is/are responsible for this implementation program and for ensuring its success? Where does final responsibility for the program lie?**
- **Are there any public/NGO partnerships involved?**
- **Are there figures available for the financial support of this program? How do the resources match up to the order of magnitude of the task?**
- **What arrangements are there for monitoring the progress and success or failure of this program?**

When this approach to analysing the country reports was attempted, however, it quickly became evident that, in contrast to the analysis of the previous section on the policies themselves, there was insufficient data available in the country reports to enable a parallel process to be undertaken. There simply was not enough data in regard of the policy implementation measures.

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Again, the reasons for this are both interesting and important, but must wait to the later sections of this report for a fuller discussion. It did present an interesting and immediate challenge to the research team, however. How was the regional report to reflect the current state of affairs in the countries concerned in regard to the measures being taken to implement the policies espoused by government in the fields of EDC and MofD? The largest part of the last meeting of the entire team was given to this topic. Ultimately it was decided to adopt a different structure to this section of the regional report. Drawing on experience in different policy fields and based on the experiences of both Central and eastern Europe, Russia and Western Europe a model of the implementation process was developed. This model asserted that, in order to achieve successful implementation of an education policy, a set of nine factors had to be present. These factors, it was recognised, were necessary, but not sufficient. That is, the presence of these factors – all areas susceptible to government action – would not guarantee successful implementation, but failure to secure these factors on the part of government were likely to lead to failure in the policy implementation process – whatever the field.

Adopting this alternative approach to the analysis of policy implementation measures would mean that no comprehensive description of implementation measures specific to each category of policy and each main policy goal would be possible - the evidence in the country reports was clearly insufficiently comprehensive to support this process. On the other hand, there was a great deal of evidence in the country reports which, though not comprehensive in its scope, offered considerable insight in to what appeared to be patterns in the processes of policy implementation across both fields, EDC and MofD, and in regard of most, if not all, of the topics and sub-topics within these fields. Thus, taking the whole sets of policies in the fields of EDC and MofD together, there appeared to be sufficient data available to allow some useful conclusions to be drawn.

Thus for the second strand of the stocktaking research – a consideration of the measures being taken to implement education policy in the fields of EDC and MofD – it was decided, for each of the country reports, to scan all of the categories and sub-categories of relevant policy for evidence of implementation measures using the nine "factors for successful implementation". These factors, together with a descriptive explanation of each, are listed in Annex D.

The next three chapters of this report are based on an analysis of the reported findings contained in the Country Reports. Each chapter examines one of the three strands of the research separately: firstly (Ch3), the policies themselves – their content, their focus, and their scope; secondly(Ch4), the implementation measures – the steps being taken by government to ensure that their policy goals are being pursued effectively and powerfully: and, thirdly (Ch5), the stakeholders' perspectives – the views of the practitioners in the field on these policies and implementation measures.

CHAPTER THREE - CONTENT, FOCUS AND SCOPE OF POLICIES IN EDUCATION FOR DEMOCRATIC CITIZENSHIP AND THE MANAGEMENT OF DIVERSITY

This chapter of the report examines the policy goals and intentions of the governments of the countries of the region for the two policy fields of EDC and MofD. It does so by drawing on the country reports themselves, through quotations and exerts, in order to draw attention to commonalities and differences across the countries of the region. The Chapter is structured along the lines set out in the relevant section of the research instrument (Annex B). The chapter has four parts. The first begins with a brief examination of one general policy issue – the constitutional basis for EDC and MofD in the countries of the region - which applies to both fields of the investigation and all topics and sub-topics. The second part then looks at EDC in terms of the three topics of Curriculum, Teacher Training, and Organisational Development. The third part repeats this three-fold analysis for MofD. The fourth, and final, part then looks at both fields in terms of the cross cutting issues identified in the research instrument; that is, Life-long learning, Research and policy development, International co-operation, Quality assurance, and Information and communication technologies (ICT).

General Policy Issues

1. The Constitutional Basis for EDC and MofD

If there is one area where clear and positive progress has been made in the countries of SEE, it is in the field of constitution and constitutional rights. A whole range of evidence in the country reports bear witness to the commitment in all countries studied to a broad constitutional commitment to free, open and democratic societies. Formal commitment to such policies, it should be noted, is a condition of membership of the Council of Europe.

All constitutions assert support for democratic processes, and for inclusive and egalitarian societies. No constitutional or legislative obstacles appear to exist to the pursuit of policy goals relating to EDC and the MofD in the countries of the region.

To all intents and purposes, then, it seems fair to conclude that, in regard to the constitutional and legal basis on which educational policies targeted at EDC and MofD could be built, the countries of the region are in a very strong position. This it should be noted, represents no insignificant achievement on the part of the governments of the countries concerned.

> For example, "*The New Constitution of **Albania** was approved in 1998. It is the basis for open, just and democratic society based on the rule of law.*" Al1 p3 [10].
>
> Or, in **Bulgaria**, "*All citizens shall be equal before the law. There shall be no privileges or restriction of rights on the grounds of race, nationality, ethnic self-identity, sex, origin, religion, education, opinion, political affiliation, personal or social status, or property status.*" (BG Act of Parliament Article 6, BG p8)

[10] Note that all quotations cited are from the Country Reports. Al 1 means, for example, the Country report on Albania. Some quotations are from brief summaries of the Country Reports drawn up by the correspondents themselves. In that case the reference is to Al 2, for example. The text of these summary reports is available in the CD-Rom version of the Stocktaking Report.

And in **Slovenia**, *"The Constitution itself guarantees basic human rights and fundamental freedoms and constitutionally protected minorities."* (SI1 p5)

The latest version of the Constitution in **Croatia** states that *"the highest values of the constitutional order of the Republic of Croatia are: freedom, equality, equality of nations and sexes, peacefulness, social justice, respect for human rights,, inviolability of ownership, conservation of natural and human environment, the rule of law, and a democratic multiparty system."* (HR1 p8)

And in **Montenegro**, *" The Constitution of the Republic of Montenegro acknowledges the importance and value of multicultural individual identities in ethnic as well as religious terms."* (MN1p12)

Kosovo, of course, is in a special position. *"Kosovo is governed by UNMIK."* (KO1 p1) Nevertheless, the underpinning commitment is the same. *"UNMIK's mission is to build peace, democracy, stability and self-government in Kosovo on a multi-ethnic basis."* (KO1 p1)

And **Serbia**, despite clear governmental commitment, and a remarkable sense of urgency evident in recent months following the change of government there, has hardly yet had time to enact all required enabling legislation. These do exist in draft form, however, and the commitment to enacting these changes is not in doubt. Nevertheless, we must note that, in Serbia *"The Ministry is aware of the need to provide space for education in the fields of EDC and MofD, but legal framework in the Republic of Serbia has still not been brought to such a level that would provide for acceptance of all laws/acts necessary to start with implementation of educational reform."* (SR1 p10)

Taken together, the country reports paint a positive picture in regard to the constitutional basis for programs of EDC and for policy measures aimed at a positive management of diversity in society. It is important to note, however, that a number of correspondents were careful to draw attention to the fact that statements of intent and commitments to ideological positions are one thing; and turning these ideological positions into reality in the day to day life operation of the mechanisms of government is entirely another. Governments, it is clear, are still, to varying extents, in the process of implementing the new constitutional positions. Still, while it is clear that a full expression of inclusive and democratic values are still very far from permeating all aspects of public and private life, at least the legal and constitutional base has been soundly laid. Importantly – indeed, particularly importantly, given the constraining and controlling function of law under the old regime - it would appear that, in all but one country, there are no existing constitutional nor legal obstacles to the pursuit of policies on EDC and MofD. And even in that one country where such matters remain to be dealt with (SR), there is a clear commitment to do so, and a considerable sense of urgency in carrying this through.

2. Policies on EDC

To have the constitutional basis for action established is one thing, but to make an explicit commitment to the development of processes of education for democratic citizenship is another that requires an addition step of commitment and prioritisations. The evidence from the country reports is that all countries have taken that additional step, that all have declared policy goals related to the encouragement of EDC, and that all governments of the region have declared themselves committed in principle to develop and encourage processes of education for democratic citizenship within the public school system.

In **Bulgaria**, for example, *"Recent amendments to the Public Education Act ...lay an emphasis on the formation of personal, social and civic skills.."* (Bg1 p6)

In **Croatia** *"In 1999 the government adopted the National Human Rights Education Curriculum to be implemented from pre-school to secondary school levels... The aim of the curriculum is to acquaint children, young people and adults with the basic values of democracy and civil society, as well as to develop intellectual and social skills for active and efficient participation in democratic processes."* (HR1 p12)

And in **Macedonia** *"Both curricula (for primary and for secondary education) that were reformed in 1996 provide specific place for civic education..... In the meantime this position of EDC (civic education) [in primary schools] was changed...for primary education...the course History and civic society somehow has lost its 'civic education' component.... It is not any more clear how it is going to be reflected in the curriculum."* I(Ma 1 p5)

Romania has one of the strongest statements, *"The Law of Education states that EDC is one of the major educational aims."* (Ro 1 p6)

Montenegro, is not nearly so positive, *"Montenegro doesn't have a national curriculum...but there are national curriculum guidelines.... These documents do not refer explicitly to EDC, but widespread the idea directly through different activities in school and out of it."* (MN1 p8)

Slovenia too, is both fully committed and well advanced in articulating its goals. *"Principles stated in the White Paper explicitly demand the education for democracy....It is essential that children, parents, teachers and the wider public be acquainted with democratic elements of our and other cultural traditions."*, and, *"School plays an important role in forming a democratic public, and in the development of the capacity to participate in the democratic processes. Curriculum contents and subjects (variations of the so-called civic education) as well as curriculum forms are important for such a process."* (SI1 p8)

While **Serbia**, operating in a radically different time frame, offers evidence of the same commitment, but with scarcely the same opportunity for progress in the development and articulation of goals. *"The Republic of **Serbia** does not have a national programme as a special document that relates to education for democracy, but it has got certain guidelines that are contained in official documents of the Ministry of Education and Sport and several projects that were initiated by NGOs in co-operation with the Ministry. These documents do not relate explicitly to EDC, but they spread this idea especially through different activities in schools...."*. (SR1 p9)

3. Policies on MofD

MofD is an area of public policy where practically all countries declare a strong commitment to policies which would respect diversity and build inclusive societies. All governments are committed in principle to work through their public education system, to build inclusive and open societies where all persons are valued equally, irrespective of ethnicity, religion or other individual differences. The quotations from the country reports speak for themselves.

*"The basis of the **Albanian** state are, among other auspices, human dignity and human rights."* (AL1 p3)

Some countries have policy statements which go further than simply "managing" diversity. For example, in **Bulgaria** *"As a whole there is a good constitution and legislative base that would make the development of democratic values and respect for diversity legitimate goals for the public education system."* (BG1 p7); and in **Kosovo,** *"The Provisional Institutions of Self-Government shall be guided in their policy and practice by the need to promote co-existence and support reconciliation between communities."* (Constitutional Framework for Provisional Self-Government, May 2001 KO1 P4)

Others appear to take an approach which emphasizes the need to protect minorities. *"**Croatia** is party to the UN Convention on the Elimination of all forms of Racial Discrimination and the European Framework Convention on the protection of National Minorities."* (HR1 p7) And, *"In its own territory, **Slovenia** shall protect human rights and fundamental freedoms. It shall protect and guarantee the autonomous Italian and Hungarian national communities."* (SL1p5)

While others stress equality of entitlement and opportunity. In Macedonia, for example, the National Strategy for Development (1997) states as a goal *"equal educational conditions, regardless of gender, social and material status, religious or national belonging"* (MK1p6). In **Montenegro** *"The Ministry securing Interests and Rights of National Minorities including Romas was established."* (MN1 p2-3), and, *"Development of pluralism in political life enabled the establishment of parliamentary system and higher level of guaranteeing human rights, with particular stress on the rights of children, women and national minorities."* (MN1 p2) While in **Romania**, "human rights, the rule of law and political pluralism as well as the right to identity and equal opportunities as fundamental values of Romanian society." Are stressed. (RO1p4)

Serbia, again, is in the early stages of transition. *"Even though the Republic Government does not have a special department for the protection of rights of minority nations (this function is currently carried out by the Ministry of the Federal Republic of Yugoslavia). It is planned that within autumn reconstruction of the government this will be one of the departments that will be established at the level of the Republic of Serbia."* (SR1 p3) Interestingly – and perhaps the very positive nature of the statement reflects the opportunity Serbia has had to gain from the experiences of others – Serbian policy in this field goes further than that of many other countries. The Ministry has set, as one of its objectives, *"the development of a system of values that respects diversities and equity, as well as other best elements of national tradition."* (SR1p6)

EDC: Curriculum, Teacher Training and Organisational Development Issues

4. EDC in Curricula

All national curriculum documents (where these currently exist), or their equivalent, refer explicitly to EDC, and most countries have explicit arrangements though which this field can be taught. The field of EDC itself, however, is conceived in a variety of ways – some more adequate than others. For example:

- **not all curriculum documents contain well worked out references to the particular knowledge and ideas, the skills and capabilities, and the values and personal dispositions, which would provide a basis for an adequate educational experience in this field for the student, let alone assigning these to particular developmental stages of the maturing individual; or,**
- **expectations of the ways in which the curriculum should be enacted also vary from country to country: some mandate a specific subject, or specific**

curriculum inserts, some envisage a process of permeation through conventional subjects, and some a combination of both; in addition,

- **not all curriculum documents acknowledge the need to provide "space" for EDC and the MofD activities – formal and informal – in the working week of the school; and,**
- **finally, there is also some evidence that in some contexts – because of the weak position of EDC vis-à-vis other more traditional curriculum subjects - the field may be, in practice, being effectively completely marginalized in many school systems.**

Within the country reports there is a wealth of information about the content of the EDC curriculum and the arrangements made, or not made, to ensure its place in the working curriculum of the school:

In **Albania,** *"students are being exposed for the first time to topics like: civil society, human rights and responsibilities, education for peace, democracy in action, citizenship and law."*(AL1 p5) *"Citizenship education in Albania is part of the official curriculum. It is taught as a separate subject in grades 1-10."*(AL1 p5) The time given to this "subject" varies from grade to grade and in different types of school: *"Grades 1 - 3 5% of curriculum; Grades 4 - 7 4%, Grade 8 3%, Grades 9 – 10 (first 2 years of High School) 11%."*(AL1 Tables at end). Lists of topics studied at each grade are provided in the country report. (AL1 pp13-14). Finally, it should be noted that, *"EDC is an outspoken part of the state vocational school curricula....of comparable size to the social studies curricula of the general secondary education."*(AL1 p16)

In **Bulgaria**, the country report notes that EDC is delivered, " *by a combination of both permeation and as a separate subject. "*(BG2 p4) In regard to content, *"Civic education is set up as one of the prior cultural and education fields to children from 1st-12th grade of the general education program."*(BG1 p9) *"Social Sciences and Civic Education includes homeland lessons, human being and society, history and civilization, geography and economy, psychology and logics, ethics and law, philosophy, human being and the world. A compulsory school-leaving exam on SS & Civic Education will be introduced in 2003. Standards for SS&CE (content, aims, approaches) were approved in May 2000. Pp9-10 – list of aims & requirements given."*(BG1 p9)

The **Croatian** report sets out how, *"in 1999 the government adopted the National Human Rights Education Curriculum to be implemented from pre-school to secondary school levels... The aim of the curriculum is to acquaint children, young people and adults with the basic values of democracy and civil society, as well as to develop intellectual and social skills for active and efficient participation in democratic processes."*(HR1 p12) Interestingly, it explains that, *"The programme can be implemented either cross-curricularly or as a special subject as well as in extra-curricular activities."*(HR1p13)

In **Kosovo**, Civic Education, was introduced in primary and secondary schools in 1999. *"A new subject named civic education was introduced in primary and secondary schools aiming at providing students with knowledge on children's rights, on education of youth for tolerance, peace and understanding, on values of democratic governance..."*(KO1 p4). Again interestingly, it is delivered by a *"combination of both permeation and specialist teaching."*(KO2 p1) It is specifically allocated space within the curriculum, however. Civic Education in primaries gets: Grades 1-4, 4.1% of curriculum, and in Grades 5-8 3.3%. In secondary schools, EDC is introduced through a range of subjects – Philosophy, Sociology, Constitution. (KO1 p4) Further information about curriculum aims in EDC is set out in KO1 p5.

In **Macedonia**, both primary and secondary curriculum provide a specific place for civic education.
Primary – History and Civic Society to be taught in grades 7-8 (14-15 yr olds). In the documents presented today by education authorities this course has lost its civic education component. According to the official publication of the MES, pupils in 7th & 8th grades will have only history instead of that course. According to representatives of the MES, the idea is to introduce EDC through a range of subjects, through other forms of school activities e.g. homeroom classes, and through extra-curricular activities. (MK1 p8)
Secondary – differs between VET and gymnasium. VET – introduces Civic Education as a separate course (list of goals given), whereas in the Gymnasia EDC is due to be delivered through specific curriculum inserts (Civic Culture or Political system as optional courses) and through a range of subjects (in particular Sociology and Philosophy). This latter position may be currently in process of change. (MK1 p9)

In **Montenegro**, the concept of EDC as a curriculum component is not currently well developed. There are no guidelines which refer explicitly to EDC, though some of the concepts are found in activities in the schools. (MN1p8) Pilots for Education for Active Citizenship are running in 5 primary and 4 secondary schools in different regions of Montenegro. This project is a part of the strategic plan of the Ministry of Education for the development of the Montenegrin education system. The "Book of Changes", a document which is to be the basis for acts framing education policy, is expected to be adopted by the end of 2001. The aim is the creation of education for multiethnic, multicultural, multi-confessional and multiparty society in Montenegro. (MN1 p6)

In **Romania,** EDC has been the subject of considerable attention for some time. Significant progress has been made. In the 1998-9 session, a new curriculum framework was introduced. It will be operational for all grades by the beginning of the year 2003-4. A 'Man and Society' curricular area is introduced. The subjects 'Civic Education', a compulsory subject, (grades 3-4), and 'Civic Culture' (optional in grades 5-6, compulsory in grades 7-8) have also been introduced. Civic Education stresses the basic principles and values of a liberal democracy. Civic Culture deals with the manner in which a constitutional society functions and covers the core competencies for an active and responsible citizen. The new curriculum also includes areas where citizenship education is approached in a cross-curricular fashion e.g. optional courses such as 'Communication in the public space' and 'Conflict solving'.

In **Serbia** at present, arrangements for the introduction of EDC are at draft proposal stage, although prominently mentioned in the Ministry of Education's Strategy. Final details were not available at the time of writing the country report.

In **Slovenia,** in their 9 year primary schools, a subject called Civic Education and Ethics is obligatory for all – 1 hour per week in the 7th & 8th grades (3.3% of total hours in these grades) *"In addition, the curriculum of the 9yr school has 3 weeks earmarked for practical activities such as cultural activity days, science days, community work and sports days. Each school defines for itself....the educational aims and contents of activities."* (SI1 pp9-10)
"The secondary school program does not have civic education as a separate subject. There is the intention, at least from the Office of Education, to include a new subject called Citizenship Culture as a more separate and distinctive subject in gymnasia program." (SI1 p10)
In VET – *"in 2 & 3 year programs there is a subject called Social Sciences providing space for civic education. In 2 year programs... civic culture is 85 hours of the total curriculum. Schools that carry out programs of a dual system have 35 hours of citizenship culture. 3year vocational education and training programs have 70 hours per school year."* (SI1 p10)

There is within the country reports a great deal more detail about the governments' intentions for EDC as set out in their national curricula, or other relevant documentation. Two notes of caution should be expressed, however. Firstly such evidence as exists suggests that in some countries at least, the quality of the curriculum statements and the internal coherence of the suggested curriculum may not always be adequate. Secondly, a number of correspondents suggest that policy statements may not be strong enough in enabling and insisting on schools taking appropriate action.

> There is evidence of good practice in this regard, for example, in Romania *"Starting with the school year 1998-1999, the National Curriculum covers two divisions, namely the **core-curriculum** and the **school-based curriculum**. The former refers to the minimum number of periods (classes) per week for each compulsory subject. The latter covers the difference between the number of classes included in the core curriculum and the minimum/maximum number of classes per week. This way, approximately 20% of the time allocation stated in the curriculum framework may be organised at the option of the respective school, depending on local needs and the requirements of the pupils. This freedom of decision is in favour of citizenship education activities. Among other things, the school-based component of the curriculum framework allows the introduction of several **non-formal education** activities. They are carried out especially in co-operation with NGOs and social partners."* (RO1p8)
>
> But there are also a large number of indications that, in some countries, all may not be well. There are indeed suggestions that, in some contexts, "good practice" exists only on paper. Such correspondents (for example **Macedonia**) suggest strongly that EDC is seen very much as a "Cinderella subject" and that it fails to compete with more traditional established subjects for the attention of School directors, teachers and pupils; that, in effect, it is to all intents and purposes, completely marginalized in the majority of schools. Policy itself can be confusing and limiting.
>
> For example, in **Montenegro**, *"In spite of the fact that there is no 'space' provided for the EDC policies in the curriculum, a variety of projects have been implemented in some primary and secondary schools by NGOs in co-operation with the Montenegrin Ministry of Education and Science, and they provide students with the core competencies for democratic citizenship."* (MN1p16). But this is a case of working to counter the effects of policy rather than working with it. The absence of effective monitoring and quality assurance processes make the extent of this problem impossible to confirm or deny.

In terms of the immediate focus of this section of the report, however. it should be noted that some countries have gone a long way to ensure that EDC is appropriately emphasized and internally well developed in their national curriculum statements. Others, it would appear, have a great deal of work to do to ensure that this important field gets the attention it deserves.

5. EDC in Teacher Training

The need for effective and efficient processes of teacher training to enable EDC to be genuine and effective in schools is well understood internationally. There is a broad recognition of the need to provide teachers with considerable training and support in order to enable them to become effective in mastering the new content in the field of EDC. Even more challenging is the task of encouraging and supporting teachers in making the important and challenging transition in teaching style necessary if they are to be effective in teaching the pupils skills

and encouraging in them the development of the attitudes and dispositions which constitute the largest part of the goals of the field.

Taken together, these factors add up to a very considerable challenge for the national and local apparatus of teacher training in any country. Given that that is the case, the evidence emerging from the country reports in regard of national policies on Teacher Training is little short of alarming:

Few, if any, governments had explicitly stated policies on priorities in teacher training; thus none had explicitly declared priorities in regard of EDC in that context. There appears to be comprehensive evidence of ineffectiveness and a significant waste of resources in this field.

> **Albania** *"There is a program of civic ITT in 1 university. There is no IST system in place."* (AL2p2)
>
> **Bulgaria** *"There is still not an effective national teacher training system on EDC & MofD" (BG2p9)*
>
> **Macedonia** *"No declared policies on TT for EDC/MofD"* (MK2p2)
>
> **Kosovo**, is more encouraging – though only relatively so - *"ITT & IST are in the design phase. Appropriate strategies exist for youth, gender and minorities."* (KO2p2), and there are hints of raised expectations in **Montenegro.** *"The Book of Changes envisages sufficient changes in ITT and ISTT"* (MN1p11)
>
> But even **Romania**, with a strong track record in this field, notes, *"There is no ITT finalized with a diploma in EDC. The main IST providers for EDC are universities, Teachers' houses, civil society [NGOs?], pilot schools."* (RO1p10)
>
> In **Serbia,** *"As the Ministry of Education has not yet determined the base for TT necessary for EDC & MofD activities they can be discussed only in the context of the Draft Proposal of Educational Reform."* (SR2p8)

A large number of the country reports make clear that, at present, the most active and effective agents for IST in this field are the small number of NGO's active in promoting democratic values through education. A number of these are reported as doing excellent work. None, however, are operating on the scale necessary to ensure systemic impact. This is understandable; only a government can hope to muster the resources necessary to tackle the problem on such a scale. Nor should resources be a problem to governments of the region. Most, though not all, (Albania has recently effectively completely dismantled its previously extensive IST apparatus with, as yet, no effective substitute.) have extensive potential provision in terms of a substantial existing teacher training system. Few, if any, however, have succeeded in managing this system so as to focus it on strategic areas of need. In most countries (Slovenia is an exception), the IST system appears be largely unmanaged, setting its own priorities - or sometime apparently setting none at all - and unwilling, or unable, to support nationally strategic areas of educational development.

> **Croatia's** comment is, again, particularly telling, *" Due to the lack of clear priorities and a comprehensive strategy for the development of higher education, faculties and their departments are in reality extremely autonomous in changing the content of the curricula. Without a systemic study in this field, it is difficult to say with any precision which teachers' training institutions in Croatia run courses that promote EDC and MofD."* (HR1p27)

6. EDC and Organisational Issues

In most countries, the ideological positions in regard to individual rights, empowerment and inclusive decision making processes, though often clear in the text of written policy documents, are not well reflected in practice in the operation of classrooms, schools, and school systems. The conflicts of perception and understanding arising from this single fact may be blunting and disabling the impact of programs of EDC in schools.

All country reports stress the ideological commitment of the governments concerned to positive and inclusive democratic processes. The earlier parts of this chapter have stressed this fact. The reports also reveal, however, very significant shortcomings in the practice of turning these doctrines into practice in the context of the schools and the school system.

> For example, in Bulgaria, *"obviously, there is a trend towards decentralization of the education system, but the process is not finished yet. For example, a bigger part of decisions on matters such as curriculum, school aids, and personnel policy are taken on the level of the Ministry of Education and Science."* (BG2p8).

This reality – the authoritarian and undemocratic nature of individual and organisational practice – within classrooms, schools and the education system has at least two sets of implications. The first, and in this context less significant, implication is that this points to continued inefficiencies in the operation of the public education system. This is a serious matter in its own right; but the second set of implications bear far more powerfully and directly and powerful effect on the matters which are the subject of this study. The most powerful lessons which teachers and schools teach their pupils arise from the way they act and behave, not from what they tell them. Teachers and schools are individual and corporate role models. They are public and powerful manifestations of the values and beliefs which shape their thought and practice. And it is these actual practices which have the most powerful effect in forming the values and dispositions of the young people themselves.

> In this regard, the unreformed nature of the practices of schools as organisations, and teachers as individual role models are often reported as being negative. For example, in **Montenegro**, *"... school pupils have no opportunity to acquire democratic life experience in the school as institution because the school as such is not a democratic institution."* (MN1 p50). Or in **Albania**, *"the school environment and culture, the school discipline and structures, the opportunities it provides for each student to express personal views on what is happening around, have a direct impact on education for democracy. Though it hurts to admit it, it is too far from being in line with the messages students get in Civics."* (AL1p30).

MofD: Curriculum, Teacher Training and Organisational Development Issues

The first part of this section – that is that part of the section dealing with MofD and the curriculum – is itself is divided in to five parts. The first (Ch 3.7) deals with comparing the emphasis on matters of MofD with EDC in curriculum terms. The remaining four(Ch 3.8 to Ch 3.11) look at particular aspects of MofD in the curriculum. The section then concludes by looking separately at policies on Teacher Training (Ch 3.12), and then at Organisational Issues (Ch 3.13).

7. Curriculum: MofD as a Priority

It is striking, when conducting an analysis of the country reports, how much less MofD is dealt with in the reports compared to EDC. It is not always clear to what

extent this is a reflection of the situation in the countries, or the balance of interests of the correspondents.

In the **Albanian** report, most of the material from pp5-6, 8-10, 12-14 deal with Civics. Sections such as Life-long learning p16, touch on Civics, but not MofD. P11 gives one paragraph to Valuing diversity, in which it mainly discusses twinning "between Albanian and European schools", foreign language teaching – e.g. German and Spanish. Peace Education, on p18, makes no explicit mention of cultural or racial diversity. It discusses mainly the events of 1997. Under International Co-operation, to which 3 lines are given, membership of the Stability Pact is mentioned. EDC is referred to in reference to this, but not MofD. In the QA section, only EDC is discussed. In the Teacher Training sections pp9-10 &p22, only EDC is discussed. ICT states that there is no consistent policy of including EDC, but makes no mention of MofD. The Grass Roots and Data Gathering sections deal only with EDC. The Conclusions, and the charts at the end, deal only with EDC.

Bulgaria – QA p16 gives 1 par to EDC but makes no mention of MofD. 3.2 EDC, discusses compulsory syllabuses, approved state education requirements, a planned compulsory leaving exam on civic education. One section deals with NGOs. By comparison, 3.3 Valuing Cultural Diversity – discussion starts immediately with the work of NGOs, and state institutions in collaboration with NGOs. It seems that much, if not most, of the work ongoing in this field is funded by NGOs.
Life-long learning mentions active citizenship, but not MofD. 3.4.4 QA, contains a number of references to EDC, but none to MofD. 3.4.5 ICT, mentions neither EDC or MofD. 3.4.6 Finance, makes no mention of EDC or MofD. 4.1 mentions EDC and MofD in relation to co-operation with NGOs. 4.3 contains a number of references to both EDC & MofD. The majority of references are to EDC, the MofD deal predominantly with lack of schooling or training for Roma.

The **Croatian** report gives extensive treatment to this area. It lists 23 national and ethnic communities in Croatia. They then list a further 8 groups who make up less than 0.02 of the population each. The report notes that, "*forms of education of minority children are determined by the Law on Education in the Languages and Scripts of National Minorities. Three models are at present used in Croatia:"* and goes on to describe these. HR1p28. the same report notes that, "*Specific implementation policy for minority education is not devised apart from legal regulations and minority programmes as such."* HR1 p28. The report notes two government offices active in making policy in this field – the *Office for National Minorities*, and the *Office of the Government of the Republic of Croatia for Non-governmental Organisations*, HRp29. This latter office has developed a, "Programme of Co-operation of the Government of Croatia with Non-governmental - Non-profit Sector in the Republic of Croatia, a legally non-binding document that has a strong moral influence as it was developed through joint action of the Government and NGOs." HR1p28. This latter statement is important. It is one of the few descriptions in the country reports where it is claimed that effective government/NGO partnerships have been effectively established.

Kosovo – several general statements about the General Curriculum Framework 'a reflection of the pluralistic, multi-ethnic and multi-cultural composition of Kosovo society', 'taking into account the need to reflect the needs, interests and varying styles of different student genders, languages, race and ethnic/cultural groups in Kosovo. There follows some discussion of languages of instruction. (KO1 pp7-8)

Macedonia covers MofD in the curriculum, instruction in mother tongue, gives details of separate schooling by language, plus efforts to stop this being divisive. Describes EDC & MofD in 2.4.2 as being not systematic. No research findings about EDC/MofD policies. "EDC & MofD at the moment are not very popular research." (MK1p15) MofD

activity mainly made possible by partners from the Netherlands, USA, etc. QA – under reform, so EDC & MofD neither included nor excluded. 4.3 Few findings on MofD are mentioned, but conclusions cover EDC & MofD fairly equally, and gives a reasonable picture of MofD in Macedonia.

Montenegro 2.3 reasonably covered. Reporting on MofD very contradictory. Statements in different sections of the report appear to contradict each other.

Romania does not deal separately with MofD. There is mention of education in the mother tongue on p8 of Ro1, and p10 of this document describes a positive discrimination program for Roma.

Serbia – the bulk of the discussion deals with minority language tuition. The issue of religious instruction classes is also covered. Some discussion of minority involvement in school management is included.

Slovenia – several pages of discussion of the White Paper – the importance of learning about other cultures, issues of equal opportunities, gender, equality versus diversity, the autonomy of teachers and schools, and the role of religious communities. Information is then given about the arrangements for mother tongue instruction.

There could be several reasons for these differences between country reports. Perhaps the most evident reason, however, is that, since EDC is more recognizably a field within education – and indeed, in the form of Civics, Civic Education, etc., it is frequently an explicit "subject" within the curriculum – it is perhaps to be expected that it would receive more attention. MofD, on the other hand, is not a "subject", and while it is vitally important for any successful MofD policy to recognize that issues of valuing diversity, and of managing equal opportunities have strong curriculum implications, it would take a comprehensive curriculum analysis to reveal whether or not appropriate steps have been taken in this regard.

Statements of government educational policy generally recognise the need to make arrangements to recognise the importance of and value diversity. However, national curriculum documents and other arrangements documents do not generally reflect the practical challenges of achieving success in this area. Issues of MofD receive significantly less attention, in curriculum terms, than those of EDC.

The remaining four parts of this section on MofD in the curriculum concentrate on drawing from the country reports an analysis of the position of policies in the countries of the region on four important curriculum issues:

- recognition of the validity of multiple personal identities in curriculum statements;
- arrangements to ensure that these positions are well reflected in text-books, teaching materials and – most importantly – in teaching;
- arrangements for mother tongue, and other multi-linguistic, education provision; and,
- recognition of the validity of different perspectives on national and regional history.

8. Curriculum: Recognising and Valuing Diversity

Some countries' curriculum documents are reported as being strong in recognising the validity and value of multiple personal identities; others are weak – particularly in ethnic and religious terms. Some countries run the risk of effectively contradicting a declared positive position by making equally strong, or

even stronger, statements, or showing evidence of implicit assumptions, about a prevailing national identity in ethnic, religious, or even historical terms.

Albania *"Curriculum documents recognise gender, age, social background, national identity, but not religious or ethnic identity."* (AL2p1)

Bulgaria *"Official documents recognise the validity and value of multiple personal identities."* (BG2p5)

Croatia Section on Diversity not completed in the country report. In the introductory sections, the Law on Education in Language and Script of National Minorities is referred to (HR1p7&9). No details on curriculum available.

Kosovo *"The new curriculum framework is considered to be a reflection of the pluralistic, multi-ethnic and multi-cultural composition of Kosovo society."* (KO2p2) *"Curricula ....shall reflect a spirit of tolerance among Communities and respect for human rights and the cultural traditions of all communities."* (Const Framework 4.4 KO1 p40. *"The new curriculum provisions are developed taking into account the need to reflect the needs, interests and varying styles of different student genders, languages, race and ethnic/cultural groups in Kosovo. While providing common requirements for all, the new curriculum provides room for a positive approach to diversity."* (KO1p7)

Macedonia *"Yes, curriculum documents recognise the validity and value of multiple personal (ethnic and religious) identities... in parallel with the need to develop a sense of belonging to Macedonia."* (MK2p2)

Montenegro *"All national programme documents on education imply that respect for individual and social diversities is an important educational objective, but there is not any national programme to reflect this objective explicitly."* (MN1p12)

Romania *"implicitly, without any reference to multiple identities"* (RO2p4)

Serbia *"The need for such curriculum documents is explicitly pointed out in the Draft Proposal of Educational Reform."* (SR2p4)

Slovenia The White Paper states *"In addition to becoming integrated into our own specific culture and national tradition, which should be present at all levels of the school system, it is necessary to become acquainted with other cultures and civilizations, to be taught mutual tolerance and respect for being different."* (SI1 p13) Although, the only information given about specific curriculum content concerns education in mother tongue provision.

9. Curriculum: Recognising Diversity in Text-books and Teaching Materials

International research has pointed to the importance, and the powerful effect on pupils, of implicit bias or stereotyping in teaching and teaching materials, including text-books. While the country reports did not refer to any systematic studies of this important field in the countries of the region, anecdotal evidence was presented of sometimes quite startling examples of bias – indeed, occasionally practically invitation to disrespect, if not a tacit validation of hatred – in official text books and other teaching materials from all areas of the curriculum. While one country (SL) is reportedly about to begin such systematic scan of

teaching materials for such bias and stereotyping, indications are that this is an area of very significant weakness of policy across the countries of the region.

Such statements as do exist in policy documents are not in themselves strong, and in the absence of effective quality assurance processes, it seems likely that classroom practice is even weaker.

Finally, sometimes text-books from ethnic minorities are simply adopted form neighbouring countries where these groups form the majority. Indeed, sometime teachers are similarly "imported". While this in one sense laudable, it is also potentially dangerous, where such unreconstructed and sometimes biased text books simply reinforce stereotypes and bias.

> Looking for **Albania,** "standard A4 tells that "*staff* (should) *always organise integrative activities related to ethnicity, religion and culture*", and, "*staff* (should) *encourages contribution of different ethnic groups*" (AL1 p7)
> In **Albania,** "Macedonian minority teachers are trained in Macedonia, and textbooks come from Macedonia also. (AL2p2)
>
> **Bulgaria** "Not enough" (BG2p5)
>
> **Croatia** – *"Although most textbooks used in minority programmes are the translation of Croatian textbooks, those from other countries can also be used upon the approval of the Ministry."* (HR1 p10)
>
> **Kosovo** "The new curriculum is a reflection of the pluralistic, multi-ethnic and multi-cultural composition of Kosovo society." (KO1p7)
>
> **Macedonia** *"the curriculum documents regulate that a certain percent of the content shall be devoted to the histories of the ethnic minorities in the country, and that textbooks and other teaching materials shall reflect the ethnic and religious diversity of the country."* (MK1p13)

Arrangements to ensure that these multiple identities are fairly represented in text-books and other teaching materials, and in teaching are often weak or non-existent.

10. Curriculum: Teaching and Learning in Mother Tongue

A variety of arrangements are described for the provision of instruction in the languages of the different ethnic groups. These arrangements are generally comprehensive in their scope, though there are hints in some of the reports that Roma are significantly disadvantaged compared to most other linguistic groups.

> For example, in **Croatia,**" ..... *forms of education of minority children are determined by the* Law on Education in the Languages and Scripts of National Minorities. *Three models are at present used:*
> - *Model A - education in the national minority language in a way that Croatian programmes are translated to the minority language; the Croatian language is learned for 4 hours per week from the beginning to the end of schooling;*
> - *Model B (bilingual education) - social subjects/humanities are taught in the national minority language while natural sciences are taught in Croatian language; here, too, minority students learn the Croatian language for 4 hours per week from the beginning to the end of schooling; and,*
> - *Model C - nurturing the native language and culture (5 additional hours per week)* (HR1p28)

"National minority children may be educated in their native language and script from pre-school to higher education level. All minority schools are part of the national education system and are financed by the Ministry of Education and Sport." (HR1p29)

Many other countries have the same commitment, at least in principle to broad provision.

Albania: *"People from the minorities have the right to learn and be taught in their mother tongue, learn the history and culture, within the limits of the school teaching plans and materials."* (AL1 p4)

Bulgaria: *"Article 8 (2)* [sic] *reads that schoolchildren whose mother tongue is other than Bulgarian, besides the compulsory study of the Bulgarian language, may study their mother tongue in municipal school under the protection and control of the state."* (BG1 p12)
"Learning of mother tongue is guaranteed at school. Various textbooks and school manuals are published, but there is still not elaborated and approved syllabus for learning mother tongue by the Ministry of Education and Science." (BG1 p22)

Croatia: *The Law on Education in Language and Script of National Minorities, covering pre-school to university level, establishes where schools or classes using a minority language can be set up. Minority students also learn Croatian. Teachers are mostly members of the minority group.* (HR1 p10)

Kosovo: *"Languages of instruction in Kosovar schools are: Albanian, Serbian, Bosnian, and Turkish, and the right to receive education in mother tongue is guaranteed by the highest legal act – The Constitutional Framework."* (KO1 p8)

Macedonia: *"The national constitution & the laws on education guarantees the right of members of national minorities to education in their mother tongue at the preschool, primary and secondary education and provides the right to establish private organisations for secondary and university education. In schools where education is carried out in the language of a national minority the Macedonian language is studied as obligatory.* (MK1 p13)

Montenegro: *"The constitution of Montenegro stipulates the right to use the mother tongue in pre-school, primary and secondary education to national minorities (Albanians) The introduction of teaching in the mother tongue of Romas is under discussion at the moment. There are no other forms of education in the mother tongue of national minorities."* (MN1p13) But, importantly, *"There is high discrimination in realization of the right to education of certain national and ethnic groups. Roma people are in the worst situation, followed by Muslims and Albanians."* (MN1p17)

Romania: *"Legal rights to use own language at all levels"* (RO2p4)

Serbia allows the curricula to be carried out in a minority language if there are more than 15 pupils in a class, although in practice a class can be formed with 3-4 pupils. Minority communities object that the curriculum is only the Serbian one translated and they want to learn from their national culture, history, etc. (SR1p13)

In **Slovenia,** *"there are no programs, textbooks or trained teachers for conducting lessons in Romany as their native language..."* (SL1p17) Roma pupils integrated in schools, but because of an initial language deficit, Roma children are often placed in homogenous groups until, at most, 4th grade. There are textbooks adapted for Roma pupils, but only in Slovene. There is separate schooling for Italian minority, with mainly teachers from Italy. There is also provision for the Hungarian minority in Hungarian/Slovenian schools.

11. Curriculum: Recognising and Valuing Diversity in Historical Perspective

One of the most powerful and insidious ways in which the notion of a diverse and inclusive society is challenged via the generation and retelling of national (usually with strong ethnic or religious undertones) myths. A national historical narrative, recognizing only the validity of the perspective of the narrator, and casting the roles of participants, whether individual or groups, in simple heroic or demonic terms is a frighteningly effective way in which to lay the foundation for intolerance and hatred. There is some evidence that governments themselves may be encouraging, for their own reasons, such over-simplistic and dangerous practice in the curriculum. This is ethically and academically unjustifiable. It is also counter-productive in political and social terms – and not always just in the medium to long term.

Albania: "There is a history programme that Albania is part of under the Stability Pact, but otherwise no." (AL2p1)

Bulgaria: *"Various textbooks and school manuals are published" for learning in mother tongue.* (BG1p22) There is no specific mention of history.

Croatia: *"Apart from core subjects, minority curricula include minority language, literature, history, geography and culture."* (HR1p10)

Kosovo: *"No, but in practice historical facts are treated from different viewpoints depending on the language of instruction."* (KO2p2)

Macedonia: *"The curriculum documents on history and history teaching recognize the different perspectives on the history of the country and the region, but usually the competitive perspectives are presented critically. The Education Development Strategy does open a door for a new approach in this area. It envisages development of joint history textbooks with Albania and Bulgaria."* (MK1 p12)

Montenegro: *"The necessity to represent the history of the country and the region from a different perspective has been recognised and this led to the elaboration of new curricula and textbooks. The main aim of the initiative was to reform the history teaching and learning in terms of teaching the history of the civilization not the history of wars. The new curricula have already been worked out and the creation of the textbooks is in process."* (MN1p12-13)

Romania: *"Yes, in the new curriculum for history"* (RO2p4)

Serbia: No information given.

Slovenia: *"The education program does not envisage courses in which it would be possible to address Romany history and culture."* (SL1p17) There is no specific information about this for the other minority groups.

There is no evidence from any country of an adequate nor appropriate explicit recognition of the need to present relevant histories of the country and the region from a range of perspectives.

12. MofD Within Teacher Training

The comments above upon Section 5 of this Chapter apply also to this section, though, given the less "subject" or topic focused nature of the field and its importance as a permeating element in the formation of values, attitudes and personal dispositions in the pupils, it seems fair to speculate that the situation in MofD is even worse. Few, if any, governments had publicly stated policies on teacher training; thus none had explicitly declared priorities in regard of MofD in that context.

Albania: Teacher training in general, and with reference to EDC, is discussed at several points, but there is no direct reference to MofD in this field.

Bulgaria: *"There is still not an effective national teacher training system on EDC & MofD"* (BG2p9)

Kosovo: *"ITT & IST are in the design phase. Appropriate strategies exist for youth, gender and minorities."* (KO2p2)

Macedonia: No declared policies on TT for EDC/MofD (MK2p2)

Montenegro: *"The Book of Changes envisages sufficient changes in ITT and ISTT"* (MN1p11)

Romania: discussion of teacher training only relates to EDC.

Serbia: *"As the Ministry of Education has not yet determined the base for TT necessary for EDC & MofD activities they can be discussed only in the context of the Draft Proposal of Educational Reform."* (SR2p8)

Slovenia: No significant data offered.

13. MofD and Organisational Issues

There exists, in some countries, a recognition within education policy statements that effective policies for the management of diversity, and for educating for democratic citizenship, include implications for the management and governance of schools. However, may be that some of the current organisational solutions may be aggravating, or at least perpetuating, current difficulties rather than solving them.

*"**Albanian** citizens have the right to get education at all levels of education, despite their social background, nationality, language, gender, race, political convictions, health concession and economic level."* (AL1 p4. Law on Pre-University Education System, 1995.

The **Bulgarian** Article 15 of the Public Education Act stipulates that general education and vocational training should provide *"conditions for development of free, moral, enterprising and law-abiding individuals, respecting others people's rights, culture, language and religion".* (BG1p12)

Macedonian Laws on primary and secondary education (1995) and on higher education (1999) *"contain provisions that are relevant to EDC/MofD issues. They provide equal educational conditions for all, non-discrimination, guarantees for linguistic pluralism in the schools."* (MK1 p7)

Montenegro *"All national programme documents on education imply that respect for the individual and social diversities is an important educational objective, but there is not any national programme to reflect this objective explicitly."* (MN1 p12)

Romania: *"Implicitly (e.g. diversity, right to identify) without any reference to multiple identities."* (RO2p3)

In **Serbia** *"...the objectives of educational process also include the development of compatible and comparable system of education for multi-ethnic, multicultural and pluralistic society in the Republic of Serbia."* (SR1 p5 – referring to the Draft Proposal of Educational Reform).

In **Slovenia** *"...the process of legislative and curricular reform was being based on the political, cultural and moral values reflected in human rights, the rule of law, pluralistic democracy, tolerance and solidarity."* (White Paper on Education in the Republic of Slovenia 1995. SI1 p3) *"The education system in Slovenia shall aim to guarantee optimum development to individuals regardless of their sex, social and cultural background, religion, national origin and physical and mental handicaps."* (The Organisation and Financing of Education Act, Article 2. SI1 p6)

So then, differences are being recognised and the system is responding in organisational terms. However, such organisational arrangements as exist may be fairly described as "first order" in that they focus more on the provision of alternative strands of education provision – through separate schools or separate classes within schools – and are not yet at the stage of examining this variety of provision in order to ensure that it is organised and delivered in a way which encourages inclusiveness, rather than simply reinforcing a sense of difference. Again there was a wealth of evidence which suggested that in the manner in which the system organised itself to recognize and respond to differences, there may be a range of ways in which the situation is being made worse rather than better.

The research instrument generated by this study specifically asked, "*What arrangements are made to ensure that these arrangements do not contribute to divisiveness? Are the different groups and groupings given a voice in the management and administration of the system, and of the individual schools? Is attention being paid to the importance of a positive ethos and values in the organisation of the schools and the school system?*

The answers were not encouraging.

Albania *"No"* (AL2p2)

Bulgaria "*There are not administrative arrangements for separate schooling for different ethnic or religious groups.*" (BG2p5) But, *de facto*, *"Regretfully, in main Bulgarian towns there are schools where children only from minorities – mainly Turks and Roma – are studying. This is due to the fact that in the main towns isolated regions exist, populated mainly with people from minority groups.... There are a lot of schools and kindergartens where separate classes for children from minorities are formed. People from minorities take this as 'shady discrimination' and this fact works against the idea of social cohesion in Bulgarian society."* (BG1)

Again, anecdotally, this situation appears to be widespread in many countries of the region.

There are, however, some examples of good practice. **Kosovo** *"Where practically feasible, students receive instruction in the official language of their choice. To avoid divisiveness students share the same school buildings, and participate jointly in certain*

extracurricular activities. School management in multi-language schools is usually composed from representatives of different groups." (KO2p2)

Macedonia *"Public education is organised and managed according to the model of separate schooling for the different nationalities...In order to insure that this arrangement does not contribute to divisiveness several measures are in action: national curriculum; sharing the same school management (if possible) and the school facilities and joint shifts. Persons from all groups are given voice in the management and administration of the school and of the system as a whole."* [Stats are given for the breakdown of student enrolment according to language of instruction] (MK1 p13)

The study also asked, "If single schools include within their student body, individuals from a range of ethnic and/or religious groupings, are there inclusive arrangements made to meet the educational needs of these groupings within the school's timetable and curriculum?" The quality of data in response to this question was not high but some interesting points were made.

Bulgaria *"There is no data for that, but the answer is probably not."* (BG2p5)

In **Kosovo**, where the level of awareness on this issue appears to be high in comparison to other parts of the region, the answer was, *"Yes"* (KO2p2)

Slovenia: *"The Italian and Hungarian minorities have special arrangements for education which sustain diversity and promote social cohesion. Romany community also but not as efficient as the other two."* (SL2p5) Where there is a Hungarian minority, pupils alternate, learning in two languages. They are not separated until they decide which will be their first, which their second language. The Italian minority has a system of separate schools, in which instruction takes place in Italian, but pupils also learn Slovene. The teachers in these schools often come from Italy. *"The situation for the education of Romany children is rather poor, both de facto and de jure."* There are *"about 1,200 Romany pupils in elementary schools, and about 100 in secondary, and with few exceptions they are integrated".* (SL1p17)

Cross-cutting Issues

14. Life Long Learning

It should be noted that, even in Western Europe where policies on Life Long Learning are a major plank of the policies of the European Union, there exist considerable variations in the meaning ascribed to the term. In this exercise, therefore, the search for policies for Life Long Learning in the context of EDC and MofD was conducted with considerable flexibility as to the definition of life-long learning itself. This was both inevitable – given the imprecision in the term even as used in countries with more robust educational policy frameworks, and helpful – in that it allowed the inclusion of a useful range of relevant areas of activity.

Evidence of a recognition of the need for the education system to address this general issue is stated firmly in many of the reports. Policies recognise, for example, that there is a need for adults who have perhaps been failed by the education they previously received, to be prepared for employment in a modern economy. However, few policy statements link the need for the provision of life long learning with the issues of EDC and MofD. Once again, correspondents report a wide gap between policy and practice – little, they emphasise, is actually happening yet in this field.

For example, in **Romania**, *"the state promotes the principles of lifelong education."* (RO1p5), and, *"consequently, following the participation in the Tempus program, the majority of Romanian universities opened up to adult education and continuing vocational training. The National Board for Continuing Training was set up in 1999. The National Forum on Lifelong Learning had a particularly strong impact (Bucharest, 28 May 2001). The Forum was held in the context of the consultative process of the EU Memorandum on Lifelong Learning, and is important through the recommendation it made (accepted by the Government) to modify the law of education from a lifelong learning perspective."* (RO1p11)

However, often there are structural and other problems. **Montenegro** reports that its, *"existing education system is rather uniform; not diversified enough to face the highly diversified needs of all layers of the population. Missing from education provision in Montenegro is a non-formal education system (basic adult education, system of vocational education, system of permanent education, media education, and distance learning). There are neither legal regulations on such non-formal systems of education, nor provisions for financing any educational institutions for that part of the education system. That is exactly the part of the education system which could and should have a very important role in the transition period (re-training the adults for new jobs, vocational training of adults, citizen education for adults for life in a pluralistic and democratic society)."* (MN1p12).

Or in **Kosovo**, *"it is clear that Kosovo needs to establish an education, training and labour market policy and institutional framework from scratch. However, due to other priorities of the Department of Education and Science such policy does not exist, although remarkable achievements in this field are obvious. The same applies for adult education."* (KO1p10).

According to **Albania**, *"more needs to be done in aspect of lifelong learning, for coordinating public education policies and employment of the youth policies."* (AL1p13).

Bulgaria expresses a view already hinted at in a number of other countries. *"In actual practice adult education for active citizenship is implemented by virtue of the activity of Bulgarian NGOs, through various projects, mainly financed by foreign donors. These are projects which help citizens to develop skills on how to work more effectively with national and local institutions and to take part in decision-making process."* (BG1p26).

The situation is perhaps most clearly unpacked in the **Croatian** report, given that *"the concept of lifelong-learning is referred to in* The Basis of the Education System in the Republic of the Ministry of Education *but is inadequately defined. The documents states that "One of the most important functions of the contemporary school is to develop a child's motivation to adopt learning and to acquire knowledge as a constituent part of life, developing the need and ability for life-long learning."* (HR1p23)
'The first official text in which life-long education is recognised as the key strategy for educational change is the Strategy for the Development of Education in the Republic of Croatia for the 21st Century. *The document defines future Croatian educational system as a network of formal, non-formal and informal institutions of different levels and forms closely linked through the strategy of continuous partnership. The life-long perspective in education is explicitly defined as the prerequisite for strengthening of civil society and for sustainable economic development.'* (HR1p23)
And finally, *"Laws on education are drafted and adopted separately and they do not provide necessary legal basis for the implementation of life-long learning perspective. Besides, they are still school-oriented and leave little space for the recognition of students and local community development needs. ("Educational legislative is inconsistent with the modernisation of education. Its thorough revision and reform is needed with a view to fully integrate the system so as to ensure horizontal and vertical mobility.")"* (HR1p44)

15. Research and Policy Development

Few governments appear to have arrangements to stimulate, support, or build on the results of, programs of research into issues of EDC or MofD.

Albania reports "*no arrangements*". (AL2p2)

Bulgaria states that "the National Institute for Education is responsible for that." (BG2p6)

For **Croatia** the report notes that, "*although Croatia lacks policy implementation measures, some of the ongoing projects of the Ministry of Science and Technology bearing relevance for the development in EDC and MofD fields are:*" and goes on to note an extensive list of current projects. HR1p30

Kosovo: "No arrangements of that type" (KO2p2)

Macedonia: "No specific arrangements exist." (MK2p2)

Montenegro: "The MES supports and stimulates research, analysis and projects which refer to democratic relations and coexistence with diversities." (MN1p14)

In **Romania,** the Institute of Education Sciences develops projects for EDC – a list of projects is given. (RO1p11)

Slovenia: "There are several research institutions which carry out EDC & MofD research programmes; research programmes were financially supported. (SL2p6)

In **Serbia** "the MOES supports and stimulates research and projects that relate to development of democratic relations and strengthening of the spirit of tolerance and diversity." (SR1p16)

16. International Co-operation

While many policy documents showed evidence of a common approach, descriptions of actual evidence of practical outcomes of this co-operation were rare in the reports.

17. Quality Assurance

In short, while the need for measures to assure quality in their education systems appear to be widely acknowledged in the region, in most countries present arrangements, if they exist at all, appear to be quite ineffective, and EDC and MofD are receiving effectively no attention.

Albania has only one mention of quality assurance –*'There is more to be done in the direction of quality assurance'* (AL1p26) And one mention of quality – *'Ensuring quality improvement in education' as an aim of Albanian education.* (AL1p13)

The **Bulgarian** report states that the government is 'seeking effective policy for enhancing education and training quality'. (BG1p6) The report goes on to say –
'The above mentioned objectives could be accomplished through, *"State quality standards development, according to the recent amendments to the Public Education Act.'* (BG1p6)
In the Quality Assurance section under EDC, the report lists a number of organisations responsible for 'qualitative monitoring' in civic education, then continues, *'important tools for evaluation of civic education training quality are the adopted state education requirements in May 2000, with Ordinance # 2, see Section 2.2.1. The state education requirements are standards for social sciences and civic education (content, aims, approaches). In the accepted documents both general characteristics of civic education (content, aims, approaches) and concrete requirements towards civic education in general compulsory school education are included. In essence these requirements (standards) are statements describing learning, skills and relations that are a core of civic knowledge and which students have to gain as a result of compulsory school preparation.'*
The Quality Assurance section 3.4.4 (the section on diversity) discusses – explains that *'the National Agency for assessment and authorization conducted successfully the first assessments and authorizations of Universities (institutional authorization) and separate specialties (program authorization).'* (BG1p27) Then notes that, *'The approved state education requirements are an important step along these lines. In current education strategy a compulsory school - leaving examination on civic education is planned. The examination will be held for the first time in 2003. In the Educative Work Plan civic education is included. This is a requirement in order for Norm # 1 to be adopted. Norm # 1 is a basic document for every school and is adopted at the beginning of every school year.'* (BG1p27)
Finally, this section of the report concludes that *"there is no known national strategy of the Ministry of Education and Science for monitoring and analysis of the process of training on civic education in Bulgarian schools. For the time being monitoring is done mainly on a local level. Education Inspectorates and Education Departments in municipalities bear the responsibilities for monitoring".* (BG1p27)

The **Kosovar** report mentions quality education, quality teaching, and quality learning, as aims. The only mentions of quality assurance are, *"The Education Policy Statement emphasises the necessity to construct the platforms from which the system can be monitored and the standards against which progress and failure are measured."* (KO1p10) *The DoES has established the Standards and Assessment Unit (SAU) and staffed it with local educators. The development of their professional capacity is the responsibility of the World Bank Project described in section 3.1. As a consequence of this intervention, the SAU should be able to define core learning standards and manage standardized tests in various core subject areas. In addition, it is expected that the operations of the SAU will play an important role in the overall development of education, as well as in the improvement of the ability to provide feedback to the policy and decision makers. The implementation program is under construction and it is expected to be presented to the DoES for approval.* (KO1p16)

The **Montenegrin** report notes that, *'control of functioning and quality are made on the state level now'.* (MN1p6) And one part of creating an effective education system for Montenegro is listed as the *'introduction of a system of quality. The basis for this is the establishing of standard, identification and evaluation of quality and responsibility'.*(MN1p6)
The government of Montenegro is interested in the introduction of quality assurance in all the activities which are considered to be the object of educational policy. A special executive body 'The Quality Council', as well as 'The Quality School', has been set up. (MN1p13). There is no other mentioning of quality assurance.

The Government of the Republic of **Serbia** (Ministry of Education) is reportedly, "showing a large interest in the introduction of a system of quality control in all the activities related to educational policy and it was planned to innovate this field within the Draft Proposal of Educational Reform. EDC and MofD projects have not been included by name in the mechanism for the provision of quality in the educational process, but they are in practice part of these mechanisms. (SR1p18) There is no other mention of quality assurance.

In **Slovenia** is generally important, that "*quality assessment and assurance, based on the principle of institutional self-evaluation with external support of professional institutions, is becoming one of the strategic goals' of the Slovenian education system*". (SL1p4)
The Slovenian approach to QA emphasizes school self-evaluation. There is extensive discussion of this topic in the country report. However, there is no specific mention of EDC nor MofD so it is not clear whether, or how, these topics are being tackled.

Macedonia reports that all existing arrangements for QA are in process of reform. 'Since the reforms are just at the initial stage they are not yet detailed - meaning that EDC and MofD as well as other concrete issues are neither explicitly included nor excluded.' (MK1p15)

In the **Romanian** report, quality assurance is mentioned only once: *"Quality is perceived as a priority of the new phase of systemic reform in education. At the National Forum on LLL (May 2001) the following means of ensuring quality in the Romanian education system were outlined:*

- *raise learning standards;*
- *improve initial and continuing teacher training;*
- *incorporate educational research data in decision-making (especially those related to learning strategies, educational management and evaluation instruments);*
- *make school inspectors responsible for quality control (not exclusively for administrative purposes);*

- *increase teachers' motivation (e.g. financial incentives, better career perspectives, improved work conditions);*
- *democratic management of schools by valuing non-formal education, hidden curriculum and school ethos."* (RO1p12)

Croatia reports that, *"it has no policy for quality assurance in education. The issue has received considerable attention during the last decade but no satisfactory solution has yet been found."* (HR1p24) The issue is seen as important, however, and as offering a way of understanding present systemic shortcomings. *«Assessment and evaluation procedures - contrary to centralist policy-making and curricula development, assessment and evaluation procedures - are extremely decentralised. The system is based on the control of input (explicit statement of educational content) while its output (the quality of students' learning) is left solely to teachers. Quality control policy has not been developed either for a particular educational level or for the system as a whole and there are no national standards of educational achievement to enable reliable comparison of students' development.* (HR1p45)
"School inspectors are the most rigid part of the system. They assess the school on the basis of its strict implementation of the National Programme. Teachers regularly fill in school documentation as required but rarely teach 'by the book' in the classroom. It is pity that they dare not show their actual achievements." (HR1p46)
And, specifically, the report notes that, *"no policy implementation measures for quality assurance in education, in general, and in EDC and MofD, in particular, have yet been adopted."* (HR1p32)

18. Information and Communication Technologies (ICT)

References within national policy documents to the use of information and communication technologies (ICT) to promote EDC or MofD were exceptionally rare, though one country report notes that policy statements about ICT recognise the potential value for EDC and MofD and another emphasizes that significant achievements have taken place in this field.

Albania reports *"no relation of EDC/MofD with ITC."* (AL2p2)

Bulgaria states that the *"MoE developed a National Education Strategy on ICT in 1998, but EDC & MofD are not included."* (BG2p9)

The **Croatian** country report notes specific interest in this field in the context of EDC and MofD. Thus, "the development of information and communication technologies in education is recognised as one of the top priorities in all official papers dealing with educational reform. In The Basis for Restructuring of Educational System of the Republic of Croatia, the diversity of communication is recognised as one of the key principles of educational reform and information technology literacy as one of the main objectives of a new national curriculum. The Strategy for the Development of Education in the Republic of Croatia for the 21st Century links information communication technologies to knowledge and skill acquisition, counselling, assessment, co-operation and system development. No explicit reference to the implementation of ITC in EDC and MofD has been made in these documents." And, "The Ministry of Education and Sport's document on the Informatisation of School System defines the objectives of informatisation of schools; elementary computer literacy for all; communication-information infrastructure; training of teachers and professional assistants; co-operation and partnership in relation to informatisation of schools, etc. The document is the basis for the development of School Network CROSNET, aiming at linking all pre-tertiary schools with the Ministry of Education and

Sport, providing schools' with access to the Internet, the setting up of a central register and data-bank and preparing teachers for the use of ITC in their daily work. The Ministry of Science and Technology has issued a similar document for the tertiary education sector." (HR1p25)

Kosovo reports that, *"No policy exists in this field."* (KO2p2), and **Macedonia,** similarly notes, " *No specific mention of EDC/MofD in the policy for ICT.* " (MK2p2)

In **Montenegro** about 60 classrooms have computers. Some schools have Internet access. *"The projects 'Education for Active Citizenship' and 'Coexistence with Differences stimulate and support the introduction and use of ICT in schools."* (MN1p16)

Romania has set up a "National Program for e-learning ROEDUNET." (RO2p5)

Finally, **Slovenia** notes, *"The government has had successful policies concerning the introduction and use of ICT since 1993. EDC & MofD have been explicit features of this policy."* (SL1p21)

CHAPTER FOUR - GOVERNMENT MEASURES DESIGNED TO IMPLEMENT EDC AND MOFD POLICIES IN THE FIELD OF EDUCATION

This Chapter looks at the second strand of the research as set out in Chapter 2 and in the research instrument (Annex B): that is, it examines the Government measures designed to implement EDC and MofD policies in the field of education. As explained in Chapter 2, the original intention of this stocktaking exercise was to look at issues of Policies and Implementation in a similar and parallel manner. This originally planned approach would have involved a similar examination of each of the topics and sub-topics which had been identified as important – only this time looking at the measures planned to implement the policies, rather than the policies themselves. The conceptual framework set out in the research instrument (Annex B) was intended to serve as an organizing framework for both. This proved impractical however: the paucity of data in this second area – planned policy implementation measures – forced a change of plan, and a different approach had to be developed. Thus instead of examining the fields of EDC and MofD topic by topic, as in the first (Policy) strand of this research set out in Chapter 3, this chapter looks, instead, at the processes of planning and policy implementation over the whole front of EDC and MofD at the same time.

In order to carry this through, the research team, borrowing on work done elsewhere[11], identified nine factors which, on the basis of broad international experience, appear to be significant in influencing the effectiveness of the processes of implementation of any educational policy. Having established these nine factors (See Annex C), the analysis of this present chapter then examines each of the country reports for evidence of the extent to which plans for implementation of the national policies for EDC and MofD match up to the criteria implicit in the factors. The premise on which the analysis is based is that, if the processes of implementation of any line of educational policy is to be successful, then the policy, and the implementation plan must measure up positively against these factors. In effect then, these factors become predictive performance indicators on the basis of which the likelihood of successful, or unsuccessful, implementation of a policy can be judged. The consequent value of the analysis is then that it gives clear indication of current problems in the implementation of policies, and does so against a rational and coherent framework of concepts which should enable patterns to emerge and conclusions to be drawn.

It should be noted, before proceeding, however, that the lack of data in the country reports in this strand of the investigation is interesting and instructive in its own right. This matter will be discussed more fully in Chapter 6: Conclusions. This present chapter concerns itself with a discussion and analysis of the data which does exist in the relevant parts of the country reports. Each of the nine sections in this chapter begins with a brief statement of the factor on which that section will focus.

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[11] Harrison C. *Factors associated with the effective implementation of national programs of Educational Policy.* IEP Budapest, 2001.

1. Policy Design: Focus and Internal Coherence

The first consideration affecting the likelihood of successful implementation is the clarity of statement of the policy itself, its goals and the internal coherence and consistency of the various steps to be taken to implement the policy. There is evidence that a great many policies in EDC and MofD in the countries of the region appear to meet these criteria for likely success. But there are equally a very significant number which appear to fail to measure up in this regard.

If any educational policy is to be successfully implemented it is vital that the policy itself should be well designed. The policy goals must be a rational, reasonable and measured response to the problem or political imperative to which the policy is a response. The policy must be based on an adequate understanding of the nature and extent of these underlying problems or concerns. It must also take into account the constraints of the context in which the policy is to be implemented. Finally, it must be internally coherent: that is, the internal elements of the policy must all be directed toward common goals, they should be mutually supportive, and they must be, in their nature and their operation, congruent with the larger goals of the policy itself. This latter point is particularly important in the fields of EDC and MofD.

For example, in **Montenegro** there is a declared commitment to a broad integrated commitment to implementing effective programs of EDC through national curriculum guidelines – especially by a process which sets out to, "*... widespread the idea directly through different activities in school and out of it.*"(MN1p8) This strategy – a strategy of permeation rather than simple curriculum insert - is ambitious; evidence from other countries which have attempted this approach – often in more favourable circumstances – indicates that it is potentially powerful, if exceptionally difficult to achieve.

However, the Montenegro country report also notes that:

- *"Educational institutions in Montenegro have extremely limited autonomy in decision making, they are under very rigid centralised control.*
- *Montenegro school teachers do not have any autonomy, not even in strictly educational matters (like, for example choosing the textbook to be used). This is the obstacle preventing them to become the bearers of the democratic values promotion in the school and in the pupils.*
- *Montenegro school pupils have no opportunity to acquire democratic life experience in the school as institution because the school as such is not a democratic institution; such school renders impossible even the actualisation of certain rights from UN Convention on the Rights of the Child."*(MN1p5).

Given that these two statements accurately reflect the approach taken to implementing this line of policy, then there is clear evidence of an internal conflict. If that is the case, then it is possible to predict with some confidence that no program of EDC – especially one which relies heavily on a process of permeation, always a high risk approach – is likely to succeed in those schools. The problem is simply a huge internal mismatch between differing strands of policy – strands which overlap in the experience of the pupils in schools. If children are told that the proper way to behave in society is one of respecting democracy and the rights of others under the law, and yet see their immediate models and role models – schools and teachers – behaving in a different way, then there is no doubt as to how their values and attitudes will be developed. The only lesson they will learn is one that, apparently, officially

endorses hypocrisy – this is not a lesson likely to lead them to value democracy and good governance.

Many of the country reports point to similar problems. Paragraph 3.13 of this report explores how a line of policy – the provision of schools and education appropriate to the needs of a minority community and in its own mother tongue - can, if not matched by other equally careful measures to ensure that this is provided in a way which is inclusive rather than divisive, work in exactly the opposite direction to that intended.

This is a worrying problem, the evidence of the country reports is that such internal dysfunctionality may be present in a whole range of policies in many countries of the region. Yet, the solution to this problem is not, in the first instance at least, over challenging. The educational policies in of the governments of the region are clearly based on the best of intentions and, many of them, undertaken with the firmest of resolves. There is no lack of commitment or leadership, the problem is simply related to the technical issue of policy development.

Current educational policies, as they are being formulated, are not being subjected to a thorough going process of policy analysis. Such an analysis would ask penetrating questions about the nature of the policies themselves and the understandings of the workings of the system which they are designed to change or develop which are implicit in the policy formulation. This relatively inexpensive step would save a great deal of money (Policy development is cheap – policy implementation is expensive) and multiply the effectiveness of the policies pursued.

2. Political Support and Active Stakeholder Participation

This is an important factor in the context of any line of educational policy; its importance is only further highlighted and underlined in the context of a discussion of policies on EDC and MofD. Yet the picture which emerges from the country reports is very far from encouraging.

If an education policy is to have any hope of effective implementation two further factors must be present. Firstly, the policy must have sufficient support at the political level to ensure that adequate resources are made available and to ensure that when difficulties arise – as they will – that the political commitment exists to overcome these, and to drive through the necessary enabling and supportive measures. Secondly it is widely recognised that, particularly in the field of education, no policy measures can succeed which fail to enlist the active understanding and support of the key constituencies involved in the implementation process. The identity of these key constituencies vary, according to the nature of the policy itself, but teachers and school principals are nearly always vital constituencies; others can be parents, local communities, the churches, or other religious bodies, local government administrators, employers, the media ... the list can be as long as it is vital.

According to the evidence of the country reports, missing stakeholders participation would appear to be a problem which is both widespread and endemic to the processes of governance in the countries of the region. The old habits of centralised decision making and non-participative processes of governance appear to be continuing to dominate. The voices of the stakeholders in Chapter 5 are clear and discouraging. This is both unfortunate and worrying, simply from the point of view of the effectiveness of the policy making and policy implementation processes - setting aside, for the moment issues of the development of good governance and

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democracy in the countries of the region. It is a matter to which this report will return in Chapter 6: Conclusions. It would appear to be an area which calls for urgent action.

> *"Most of the interviewed practitioners [*in **Macedonia***] were not involved in the preparation of the general EDC policies. They were not consulted before the changes in the present curriculum were enacted in 1996 and latter. They learn about these policies through participation in the different implementing project activities, always upon invitation from the educational" authorities."* (MK1p24)
> *"Practitioners identify other problems and gaps in implementation measures in the field of EDC, such as: uncertain future of the projects and the knowledge and skills obtained; uncertain logistical support for implementation of the programs after its pilot phase. These problems originate, on the one hand, from the unclearly defined status of EDC and MofD in the curriculum. On the other hand they are a result of the opinion of the practitioners that the educational authorities or their representatives will not have the willingness, capacities and financial resources to introduce EDC as regular and obligatory school practice once the international partners are gone from the country".* (MK1p24)
>
> *"The overall impression of the practitioners participating in discussions and surveys is that there they are not well informed on the policies in the field of education. Apart from the lack of a long-term DoES public communication strategy, the media are "blamed" for not regarding education problems as priorities, except in those cases where they cause or originate from political problems. With few exceptions, practicing teachers and education administrators have a rough idea of the reforms in education, but they know very little or almost nothing about the lead agency concept, general curriculum framework, new teacher training system, new structure of the education system in* ***Kosovo****, decentralization plans, etc."* (KO1p16)
>
> In some situations there is not only lack of support, but even hostility, from significant political and other groups: *"Activities related to educational reform and implementation of EDC and MofD projects do not find the support in all the stakeholders connected with these processes that would be consistent to processes that started in* ***Serbia*** *last year. It can be said that opponents of these aspirations have their supporters at all levels of organisation in the society. It refers primarily to people and factors that would like to preserve and conserve the situation in the sphere of politics, culture, science, economy and informatics as it was, to people who, with their actions, wish to stop the processes of all transition trends, including processes in the field of education. It is not rare that in those efforts they attempt to impose the so-called traditional approach that influences easily the conscious of one part of citizens, especially people with lower level of education and information and those layers of citizens who do not want to accept more universal ideas and civic values that are the basis of democratic emancipation of society."* (SR1p20)
> The outcome of such an approach is entirely predictable – failure. *"Religious education was introduced (by a questionable decision of the government of* ***Serbia****) into the curriculum this summer, but even in the beginning of October it still did not enter the classrooms, due to its optional character and disapproval of a high percentage (around 60%) of parents. This percentage is especially high in Vojvodina, where there are over 26 ethnic and around 30 religious communities."* (Se2 p29)

Old habits of centralised decision making dominate, and stakeholders and other actors feel excluded from the processes of policy formulation. This leads to poor quality policymaking and almost guarantees failure in implementation processes. It is also particularly unfortunate in the field of EDC and MofD, undermining the primary goal of the process.

3. A Clear, Effective, Well Communicated Strategy

All in all, policy implementation and planning processes in the countries concerned appear to be considerably less than adequate. There appears to be an assumption that once policies are developed and stated, the task of the apparatus of government is effectively over. Once again, it worthy of note that it is only the complete absence of effective measure for monitoring and quality assurance which allows this attitude to persist and these practices to continue.

One of the most striking features of the country reports is the almost complete absence of reference to any published implementation programs for education policies which, if the internal rhetoric of white papers, etc, is to be believed, occupy a high priority for national governments. It is almost as if Ministries of Education appear to believe that their task, and their responsibilities, have been completed when the policies have been drafted – or at least turned into explicit expectations in the form, for example, of curriculum documents. The need to take explicit steps to ensure the implementation of these policies does not seem to have wide recognition. A trawl through the country reports failed to find one example of a policy implementation program in the fields of EDC or MofD. Given the importance of these fields and the reasonable expectation of difficulty in achieving successful implementation, one would have expected to see evidence of detailed planning for implementation with clarity of expectation of the support to be delivered by the relevant agencies, with responsibilities clearly set out and allocated, with tasks fully explored and costed, with arrangements made for piloting and formative development of plans, and with arrangements made for monitoring and evaluation. It was not that the implementation plans were significantly deficient in any of these areas; rather there appeared to be no plans along those lines at all. They simply did not exist; or at least if they did, then the people who had to implement the programs did not know of them – which is entirely the same thing.

Historically, in the field of education policy, it is more common for policy goals to fail to be realised than for these goals to be successfully achieved – even when these goals are well conceived and well intentioned. Often the key to this failure, or partial failure, lies in the inadequacy of the planning of the policy implementation process. When policies have been clearly articulated the task of government is not complete: the implementation process is not even begun. For a policy to succeed it is not sufficient for the goals to be well realised and well described; it is not even sufficient that the policies should be welcomed by stakeholders. More than that, it is vital that the policies should be supported by a well constructed operational plan, built on a powerful strategy and with clear expectations set out for all involved. Finally, this plan should be flexible, with adequate feedback measures incorporated at all key stages of its implementation.

It was as if the whole processes of policy making in these fields of education was premised on an assumption of a public education and school system which will somehow simply, and automatically, reflect centrally declared national policy priorities. The challenges of implementing change in a complex and self-protective system are simply not recognised.

Even if we lower our expectations of the policy implementation processes and accept, for the moment, the perspective of the existing systems – even then, serious, and disabling, weakness appear. Arrangements for policy dissemination, such as they are, appear to be weak and characterised by poor communication and confusion rather than any clarity of purpose.

> The **Bulgarian** correspondent notes – *'weaknesses in sending information to society about the intentions of the Ministry of Education and Science regarding civic education.*

Teachers themselves ask questions: "What exactly civic education is?" or "Who has the right to train civic education?" '(BG1p31)

The **Macedonian** report, speaking of the History and Civic Society course in primary schools, reports, *"In the meantime, this position of EDC (civic education) was changed. In the document that is today presented by the educational authorities as valid curriculum for primary education, the above mentioned school course (History and civic society) somehow has lost its 'civic education' component. According to official publication of the MES, pupils in the seventh and eight grades will have only History instead of that course.*
This change in the structure and content of the courses is not based on changes in the above described definition of the fundamental mission of the primary education. It is still the same, but it is not any more clear how is it going to be reflected in the curriculum.[12] *According to the statements given by interviewed representatives of the MES the idea behind this is to introduce EDC through a range of subjects, through other forms of school activities such as homeroom classes; and through extra-curricular activities.*[13] *All the projects that are at the moment active in this area are based on this concept - which is not publicly stated or published." (MK1p8)*

And in at least one country, implementing and enforcing seem to be viewed as synonymous –*"The empowerment of laws and normative dispositions, Civics Standards and Objectives is still problematic. There are not yet mechanisms and systems of enforcing the requirements deriving from the [**Albanian**] Law and Normative Dispositions."* (AL1p29) - though neither are apparently successful in producing implementation.

The comments from **Croatia** are penetrating. They sum up the situation well. "T*he weakest point in promoting educational changes, in general, and EDC and MofD, in particular, is the lack of implementation policies and strategies encompassing clear procedures, measures and mechanisms. Ad hoc solutions prevail in the implementation of policy provisions. There is also the lack of quality assessment and evaluation strategies as well as of national standards of educational achievement in both general education and specific learning fields".* (HR1p50)

4. Funding

Given that the policy implementation paradigm in the countries of the region is such as it is – that is, that there is a heavy reliance on the capacity of the system to self-adapt within existing patterns of resource allocation, and an assumption of its willingness to do so – it is hardly surprising that little or no evidence exists within the country reports to indicate careful financial planning of the sort presumed by the above statement.

There is evidence from elsewhere (see the parallel OECD Country Reviews also being currently conducted as part of the Stability Pact Process) that there is debate and concern within the overall processes of government about the global sums being allocated to education provision in the countries of the region. The evidence emerging from this present study, however, would seem to indicate that closer attention to the ways in which current sums are being spent could result in a very significant improvement in the overall effectiveness of the public education system – at least in the areas of EDC and MofD policy implementation. In other words, there may here be evidence of a fundamental problem in the

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[12] *Osnovno obrazovanie: predmetna nastava (Primary Education: Subject teaching)*: Ministry of Education and Science, Skopje, 2001.
[13] For the purpose of this report the author interviewed the Vice Minister for Science (responsible for 'civic education projects' in the whole system) and the Director of the Bureau for Development of Education.

structuring and functioning of the processes of management and governance in education which calls for urgent attention.

There is evidence that some countries are aware of these difficulties and that plans are being made to tackle them. For example, one aspect of a more effective system would be increased delegation of financial responsibility closer to the operational level.

Thus, in **Kosovo**, "*... assistance will be provided to design and pilot an education funding system in which central revenues would be allocated to municipalities and/or schools in a lump sum based on a per student funding formula, leaving spending priorities to be determined, within norms, at the municipality/school level. Support will be provided to design the financing mechanism and carry out pilots in 3-5 municipalities still to be identified. The component will also finance the development of an initial statistical module of a management information system for UNMIK DoES and the University of Prishtina, as well as software development and management training. " (KO2p10).* However, the challenges of achieving such changes should not be underestimated.

Policy implementation measures should always include plans for the allocation and the provision of adequate funds. This funding must be calculated on the basis of careful and exhaustive planning rather than on global sums available. It also needs to be carefully targeted to the key aspects of the program. Far better to have a modest, adequately funded plan, than an ambitious set of goals – however laudable – which are simply not achievable on the basis of available resources. The end of such a strategy is always worse than its beginning.

The lack of explicitly allocated government funding for policy implementation programs in EDC and MofD, combined with the ineffectiveness of the apparatus of government in planning policy implementation measures has one other important consequence. Given that there is a genuine understanding and commitment at the level of political leadership to articulate and pursue effective policies in the field of EDC and MofD; and given that official systems within the country seem to be unable to deliver such changes quickly and effectively; then the field is open for other interested parties to do so. And there are other interested parties; there are a whole range of international agencies (Council of Europe, etc.) and NGOs (e.g. the Open Society Foundation) who share the same goals.

> Thus, " *....much of the funding in some countries comes from NGO's, international organisations and foundations, such as the Open Society Fund, Council of Europe, Stability Pact and other organisations finance the largest part of these projects.* (SR1p22)

Such inputs to the education systems of the countries concerned are most welcome, and there is evidence that a great deal is being achieved through such agencies. In particular, thanks to the activities of NGOs, there now exists in most, if not all, parts of the region, models of good practice in the fields of EDC and MofD in schools. Such models not only serve exemplary purposes, they are potentially a source of mentoring and teacher training resources. They could be the foundation on which government could build the teacher training elements of a successful implementation program.

> There are difficulties emerging, however. For example, in **Bulgaria**, "In the form of different projects financed by foreign donors, NGOs offer diverse forms of teachers' trainings and seminars. Of course, this is insufficient and there is no fixed system. On the other hand, the coordination between the Ministry of Education and Science, and the leading Bulgarian NGOs in the field of civic education needs to be improved." (BG2p21)

And in **Albania**, the country report notes, *"Ideas about teaching democratic citizenship education are as important as the core ideas about the content. Many of the teachers of Civics have been exposed to advanced methods of engaging students actively in the course of learning the core concepts and related topics of information in other subjects, like history. But, actually, there is no official in-service teacher-training program in the country, neither training schema in place. Civics in-service teacher training has been totally left at the initiative and good will of different donors. Two problems come out of the abandonment of teachers and their training needs by the state:*
1. Many schools and teachers, especially in remote and rural areas, are left out of training. Donors look at different conveniences for themselves, their organizations, staff and trainers.
2. Training is tailored according to the philosophy of the donor more than to the needs of the students, schools and teachers.
On top of that, training on citizenship education is more focused on the Civics teachers' needs. Other schoolteachers have no possibility, other that school targeted projects, of being exposed to the process they are expected to undertake in schools. "(AL2p16)

This latter quotation points to a number of problems. Firstly, such agencies – particularly NGO's - tend to have their own agenda. In general, in the fields of EDC and MofD, there are close similarities between the priorities of government and those of the agencies. There is not always complete congruence, however, and where such differences occur, the power lies with the funding and the competence of the NGO. Thus, unless exceptionally sensitively handled, the intervention of NGO's and other agencies can have a dis-empowering and disabling effect on the processes of policymaking and priority setting within governments which are currently struggling to establish such competences.

The irony of this occurring in the fields of EDC and MofD is not irrelevant. Secondly, International agencies – and again, particularly NGO's – are frequently characterised by a vigorous "can-do" attitude. This is often in stark contrast to the inertia and weakness – and sometimes financial corruption - of local processes of governance, management and policy implementation. As a consequence, such NGO's are frequently tempted to simply by-pass existing structures and work directly with selected schools. The short term success of such an approach may again serve an exemplary function; it may also be of considerable benefit to the teachers and pupils directly involved. This should not be allowed to obscure the counter-productive effects upon the system as a whole. This would not matter so much if NGO's had the resources to go to scale on their projects and thus achieve systemic impact through their "bottom-up" approach. No NGO – not even the richest – has resources on this scale, however. The proper goal is surely to work to model appropriate behaviour and to build capacity and commitment within the national systems to identify, pursue and achieve their own goals effectively. There is evidence from the country reports that the commitment of such agencies to their immediate goals may be overcoming their judgments in this regard.

Like in Kosovo, there are sometimes negative consequences. *"Due to the existing communication gaps, practicing teachers and administrators often see the programs offered by different agencies and NGOs as a reflection of education policies. Most of them are not aware of the lead agency concept as a type of a formal partnership between the education authorities and the implementing agencies."*(KO2p17)

Having made these points, the line of argument in this section should not be mistaken as undervaluing NGO, and other international agency, activity in the countries of the region. On the contrary, their contribution is vitally important. But it is important that Governments and NGO's in particular should build good working relationships; each respecting the role of the other, and balancing short and long term advantage in their operation. Currently, this does not always happen, and – no doubt – their are shortcomings on both sides. Given the invaluable contribution which such bodies could make in terms of expertise, finance and

capacity building, it is difficult to overstate the importance of the importance of such external help to the governments of the countries of the region.

Good, zero-based financial planning is not seen as a critical part of a policy implementation program. There is often an over reliance on – often ad hoc – arrangements with NGO's for their input of funding and other resources. This often substitutes for genuine planning and can place enormous strain on the system as well as , on occasion, the NGO's. It can also lead to a loss of strategic control of policy by the government.

5. Curriculum, and Teaching and Learning Resources

Curriculum planning, though often comprehensive, is not infrequently superficial in its approach. This is particularly damaging to non-traditional and non-subject based areas of the curriculum. There is a need for a stronger capacity within the region in the areas of curriculum design and curriculum analysis. This would also ensure greater alignment between intended and realised curricula. Finally, text books and other teaching resources in many countries need to be subject to careful review and analysis from the point of view of ensuring congruence with declared curriculum goals.

In many of the countries, we have already noted that national curriculum statements, of national curriculum guidelines have been, or are in process of being drawn up. This is not universally true, however, and in a number of countries expectations of teachers and teaching in the field of EDC and MofD have still not been made clear.

If policy goals are to be successfully implemented, they must find expression in clear, simple statements of curriculum where appropriate. Over-prescription is counter productive, and no substitute for internal consistency and clarity. The curriculum statement must also be realistic and must take into account practical constraints of time available – above all, it must be teachable and learnable! The way in which any new "subject" is to be fitted into larger curriculum frameworks must also be planned for and the relationship between the new subject and its more established neighbours must be anticipated and planned for. The content of the curriculum must be carefully planned on the basis of an adequate curriculum model and set out the intentions of the curriculum in terms of knowledge and ideas, skills and abilities, and values and dispositions – and these must carefully match the goals of the new policy. Finally, the teaching and learning resources which will shape and support the teaching must be available to the teachers in time and must be carefully matched to the main goals and processes of the new curriculum.

For example, in **Bulgaria**, "*Various textbooks and school manuals are published, but still there is not elaborated an approved syllabus for learning mother tongue by the Ministry of Education and Science.*" *(BG1p33)*

In a number of other countries it appears that, at present, some stopgap measures are still in place – especially in the filed of MofD. For example, it appears to be fairly common practice for minority groups to be taught using teachers, curriculum and textbooks imported from the country of origin. "*After the War in **Kosovo**, the Bosnian Community requested teaching in the Bosnian language instead of Serbian, so curricula and textbooks were "imported" from Bosnia and Herzegovina. In similar manner, the Turkish Community started using textbooks published in Turkey.*"(KO1p4). Or, "*In Kosovar reality teaching in Serbian is separated from teaching in the other three languages (Albanian, Bosnian and Turkish). Albanian, Bosnian and Turkish students share the same buildings and in those cases, the school management is usually multi-ethnic.*"(KO1p8).

In **Slovenia**, Italian speaking children are taught by Italian teachers, *'because there is not a sufficient number of teachers in Slovenia with suitable education and knowledge in Italian.'* (SI1p17). It is not clear where the textbooks originate, or what curriculum is followed. There are some for whom there appears to be no textbooks, teachers or programs from any source – "*However, one of the larger lacunae in the current system is that there are not any programs, textbooks or trained teachers for conducting lessons in Romany as their native language and, in addition, the educational program does not envisage courses in which it would be possible to address Romany history and culture.*"(SI1p17).

It is less easy to pin down the issue of the quality of the curriculum statements which do exist. In particular, It would appear that a close analysis of curriculum statements in terms of the appropriate presence and balance of the selections of relevant knowledge and idea's, useful skills and abilities, and desirable values and dispositions which constitute the targets for the curricula would be helpful. More work in this area could be very helpful.

One other matter is clear, however. The underpinning model of the curriculum which appear to shape the design of curriculum statements in EDC and MofD is still very much dominated by a "subject based" thought paradigm. Importantly, there is evidence (See Paragraph 3.4) that a failure to develop a thorough design for the whole curriculum may be causing non-traditional subjects like EDC to be marginalized in the operational priorities of the school. Unless this matter is given attention, even the best internally designed curriculum components for EDC or MofD are likely to be completely ineffective.

Finally, in terms of text books and other learning support materials, in some countries (For example, Romania) there are materials which would grace a school system anywhere in the world. This standard of provision is not universal however. This is an area could prove an obstacle to effective policy implementation.

6. Teacher Training and Professional Development

The importance of an effective system for in-service, and pre-service teacher training has already been emphasized in this report. The inadequacies of current provision have also been noted. In particular, the apparent failure of governments to focus the considerable resources already deployed to existing systems in most countries on strategic development priorities constitutes probably the largest single gap in educational development policy.

In South-East Europe, there is an urgent need for governments to develop strong policies which will ensure the provision of appropriate IST for teachers – especially in the areas of EDC and MofD. Current indications are that present structures and national agencies may already have the required financial resources, but that these resources are not at present being effectively used to support strategic development priorities. In addition, the personnel within current institutions reportedly lack the skills and the technical capacity to deliver the required professional development support to teachers. It appears likely that this single factor alone could effectively limit, if not block, the implementation of this line of policy.

This report has already noted the ways in which other bodies have moved to try to meet this critically important gap in provision. It has also noted the shortcomings of such stopgap measures: on the one hand, clearly in some countries NGO's have played a vital role.

In **Montenegro**, "*.... almost all attempts to promote civic education, democracy and human rights in Montenegro through the education came from NGO sector, either through the national/local initiatives or at the initiative of the international NGOs.*" (MN2p20). While on the other hand, this left the policy initiative vulnerable to a number of factors, "*the basic problems in the work of NGOs are the following:*

- *unstable financial resources which are an obstacle to continuity – even in the short term;*
- *dependence on financing from abroad;*
- *rivalry between NGOs themselves (primarily, the competition in ensuring the financial means, very often from the same sponsors);*
- *fragmentation and isolation of those NGOs;*
- *unfavourable infrastructure for the work of organisations (problems of premises and facilities, communication means, not many members so that some of those NGOs have the form of one-man organisation or one-step activity);*
- *lack of continuity in work which does not ensure the sustainability of the effects;*
- *lack of a culture of evaluation;*
- *limited forms of action (training seminars without follow-up activities prevail).*

Teaching well is a difficult, complex and challenging job. Developing ones mode of teaching to incorporate new and broader goals (especially those heavily loaded towards the development of new and challenging skills and abilities and values and dispositions) is a demanding task. The evidence is that if teachers are not well supported through this process, then the failure of the development is inevitable. The implications of this are that the professional development dimension of any proposed development program must be well understood and carefully planned. Conventional models of provision of In-service Teacher Training are seldom adequate to the task. Similarly, it is vital that the trainers should themselves be experienced and convincing in their role. This element presents significant challenges for a traditional models of IST provision in a post-communist system.

Only a small number of those NGOs managed to attain the level of organisation, existence of the infrastructure and the sufficient number of associates-collaborators that enable the more permanent and sustainable activities.[14]*"* (MN1p21)

Examples of this problem are not difficult to locate in the country reports. For example, the **Albanian** report, while recognizing the need for teachers who are 'well-trained missionaries of citizenship education' goes on to note that, "'*In-service teacher training is the responsibility of the Ministry of Education and Science and the Pedagogical Research Institute. Actually, there is no training scheme or program in action. Civics teacher training remains the initiative of different donors and NGO-s.*' And then, a further insight, "*two problems come out of the abandonment of teachers and their training needs by the state:*

- *Many schools and teachers, especially in remote and rural areas, are left out of training. Donors look at different conveniences for themselves, their organizations, staff and trainers.*
- *Training is tailored according to the philosophy of the donor more than to the needs of the students, schools and teachers.*" (AL1p15)

This only serves to emphasise the point already made. While encouraging the activities of NGOs in this field could provide part of a solution to this problem, it has already been noted that this line of action carries with it its own risks. However, a carefully constructed and

[14] *Lekcije iz demokratije: Projekti iz oblasti obrazovanja za demokratiju i civiljno društvo u SRJ* Popadic Dragan, Vasovic Mirjana (1998) (Eds.):. Centar za antiratnu akciju, Beograd. (MN2p21)

maintained government/NGO partnership should be capable of overcoming these problems. This may offer a short term solution for the implementation of EDC and MofD policies.

However, the case for the governments of the region engaging vigorously with the task of regaining strategic and operational control of their teacher training systems is overwhelming and urgent. They currently represent an almost completely unproductive use of significant amounts of exceptionally scarce resources. The current quality of their output may indeed represent a significantly and costly negative input to the system. In the meantime, carefully worked out partnerships between governments and appropriate NGO's may offer reasonable prospects of help for the urgent need in the fields of EDC and MofD in the short term.

7. Organisational Development and New Structures and Modes of Provision

The ways in which current patterns of management and governance of the education systems in the countries of the region shape and constrain the processes of development of the national public educational systems have already been noted in this report. This is a problem which has been extensively dealt with elsewhere. [15, 16]

There is a very strong case for radically overhauling the structures, institutions, procedures and organisational values and culture of the organs of educational management and governance in the system. Not only are they a barrier to development, but they are undermining the processes of EDC and MofD in the education system. This is a difficult process, however, and help will be required.

Some policy changes have important organisational implications. This is particularly true if successful implementation depends for its success in an increase in the levels of delegation and participation in decision making within the schools and surrounding stakeholder bodies. Such changes most often require not only structural and administrative changes, but a development of the organisational culture which shapes and constrains or enables the operation of the new organisations or procedures. It is also increasingly recognised that matters relating to the ethos of a school or other organisation (the sets of values and priorities of the organisation as expressed in patterns of individual and corporate behaviour within the organisation) are a major determinant of success or failure of any initiative for change.

The problem itself is well understood. While the political leadership of most of the countries of the former communist sphere of influence has been reformed, and widespread constitution change has been enacted, in most countries the organs and processes of the management and governance of the public educational system are unreconstructed and unreformed. To the outsider, the situation is paradoxical. The public school system is apparently characterised on the one hand by patterns of strong central decision-making and planning; and on the other hand by an inability to manage strategic change. The situation is not, of course, a paradox at all. It is simply the product of the communist system of governance: the result of an accommodation between the irresistible and the unworkable.[17] The apparatus for governing the education system under the former regimes was, for a variety of reasons – some good, some bad – inadequate. It was strong at controlling external manifestations, and intensely weak at genuinely

[15] *The Education Systems of the Countries of South East Europe a comparative overview"*, The Institute for Educational Policy, Budapest, 2001.
[16] OECD Reviews, 2001. *Op. cit.*
[17] *Capacity Building in Public Education Policy-making in the countries of the Region:* C E Harrison; The Institute for Educational Policy, Budapest 2000.

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managing the system. In many of the countries in which this study took place, his apparatus is essentially unchanged. It is simply not able to manage change and development positively. On the contrary it retains its key characteristic: it is excellent at absorbing apparent imperatives for change and, at the same time, maintaining the status quo.

Systems of governance and management, however can be reformed, and certainly there is no shortage of able and committed personnel in the countries of the region waiting and willing to undertake the task. It is a technically challenging task, however; it involves developing the basic skills of managing change while at the same time reforming the system, and – at the same time again – reforming the functioning of the education system itself by implementing the new reforming policies. There is a strong case for significant help being made available to countries and governments wishing to undertake such fundamental reforms of public service.

8. Monitoring and Quality Assurance

The reform of current arrangements for monitoring the real performance of the education systems in a country and the creation of effective Quality Assurance systems could be the most effective starting point for educational reform in the region. Failing the existence of such processes, it is likely that a great deal of the effort and resources invested in implementing policies for change – particularly those in the fields of EDC and MofD - will be dissipated.

In many ways, good quality assurance systems have proven themselves to be the "silver bullets" of educational policy reform. A well designed QA system does not constrain, nor control, but rather closes the feedback loop between policy intent, praxis and outcomes. It emphasises public accountability and the requirement for high levels of performance in the education systems while respecting the need to involve all stakeholders – especially involved professionals - in determining what effective performance should mean. An effective QA system enables and empowers rather than constrains and inhibits. Without good QA measures, any education system or development initiative is, in a sense "blind" and strongly susceptible to distortion or subversion of its main purposes and functioning. With a good QA system, such initiatives can be managed intelligently and participatively by all participants and a clear view kept of progress in the achievement of strategic goals.

Over the last fifteen years, probably the most significant advance in securing more effective processes of education policy implementation has been the development of effective processes of Quality assurance; that is, systems of monitoring performance which relate directly to the policy goals themselves and which contain, as an integral part of their functioning, measures to ensure compliance with these goals. Such QA systems take different forma in different countries, but it is significant that practically all countries (East and West) are seeing the development of such systems as crucial to the successful policy implementation process.

There are other advantages. A good QA system enables a Ministry of Education to establish performance against internal or external benchmarks.[18] This can be invaluable.

An agreed consensus is emerging – at least outside the USA – that effective QA systems have five main elements:

a sound and pragmatic evaluative framework which focuses on the genuine educational goals of the system and includes co-operatively produced and broadly accepted benchmarks of

[18] *Education Indicators at a Glance*: CERI; OECD, Paris 2000.

achievement and good practice[19,20]; effective methodologies for internal evaluation in schools and skills in the technologies of school development planning[21]; a skilled and well respected external evaluative agency (often a national inspectorate[22]) with functions distinct from, and separate to, those of managing the system; and finally, processes of public accountability for performance which have genuine effect on all those involved. These elements, together, can be combined into a powerful Quality Assurance system which produces its own internal dynamic, and in an intelligent and self-directed way, pursues the policy goals which form agreed national priorities.

Time spent in piloting is never wasted. The best laid schemes of mice and men, as the poet has it, frequently founder in the face of reality. As with the individual: so also with the community. No matter how well thought though, all policy initiatives are a risk; it is the task of careful planning to minimize this risk. Even so, and even given the best of planning, unanticipated outcomes can arise. The best protection against such outcomes is to begin implementation on a careful, readily handled scale – in other words, piloting. Nor is the process of piloting simply one of risk containment – important though that is. It is also an excellent opportunity for further development and refinement of both the policies themselves, and the associated implementation measures. Sensitive and effective monitoring measures built into the pilot will ensure that lessons learnt in the pilot are incorporated into the main implementation strategy. Planning for a pilot can often also be a very effective use of resources enabling, as it can, a clearer picture of the resources required to mainstream the program to be built up; and creating, as it will, a central resource of experienced leaders, tutors and mentors who will be invaluable in the task of mainstreaming the program.

The accounts of the processes of policy implementation given in the country reports give, for the most part, every indication of a system running in the absence of a sound and effective QA system. **Croatia** appears typical, as "*assessment and evaluation procedures – unlike highly centralist policy-making and curricula development, assessment and evaluation procedures - are extremely decentralised. The system is based on the control of input (explicit statement of educational content) while its output (the quality of students' learning) is left solely to teachers. Quality control policy has not been developed either for a particular educational level or for the system as a whole and there are no national standards of educational achievement to enable reliable comparison of students' development.* (HR1p45) And, *"school inspectors are the most rigid part of the system. They assess the school on the basis of its strict implementation of the National Programme. Teachers regularly fill in school documentation as required but rarely teach 'by the book' in the classroom. It is pity that they dare not show their actual achievements." (HR1p46)*

There are, of course again exceptions; the **Slovenian** country report sees it own development of processes of self-evaluation for schools as a positive step in quality assurance – '*in recent years, self-evaluation by schools, not external inspection, has been gaining importance as one of the methods of establishing the quality of a school's performance. Its final objective is to guarantee the quality of work by individual schools and therefore the efficiency of the school system as a whole. That is a long term process and the result of it should be that schools and teachers could allow themselves to function in a more democratic manner.*' (SI1p21).

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[19] *HowGood is our School?*
[20] Targets etc.
[21] Bertelsman etc.
[22] *Inspectorates of Education in Europe:* SICI; Utrecht, 1999.

In **Albania** too, legislation has just been passed setting up a new model national inspection agency (IKAP) along Western European lines.

By and large, however, the countries of the region still have weak and ineffective monitoring processes largely in the hands of bodies – often so-called national inspectorates – which fail to command respect and which focus on the kind of authoritative assessment of conformity to processes and procedures which were characteristic of their functioning under the former regime. (An exception to that would be the inspectorate in **Romania** which, modelled on the French Inspectorate Generale of the early to mid 20th century, is really an organ of management rather than a functioning part of a modern QA system. However ineffective it may be at quality assurance, it is certainly not weak in administrative terms.)

9. Piloting and Mainstreaming Arrangements

The arguments for piloting a new policy reform program are convincing. The country reports contain frequent references to pilot projects, so this would appear to be one element of policy implementation which is well in hand in the countries of the region.

But is it? The answer to that question will depend entirely on what is meant by "piloting"? A "pilot" is surely a trial of a policy in a particular context. There may indeed be more than one reason to run a pilot for a policy program. The prime purpose would certainly be to test the practicality and feasibility of the proposed changes, but additional goals might be to establish the measure of support needed, as well as the important, if in a sense second order, goal of establishing a pool of experience and expertise, tutors and mentors who can help mainstream the project.

When the many "pilot" projects in EDC and MofD in the region are examined carefully against these criteria a significantly different picture begins to form. While some genuine pilots (in EDC in particular) do exist – and sometimes on a significant scale, *"UNICEF is working in 35 pilot schools in Kosovo"* (KO1p11) – others look less like pilots for policy programs than demonstration projects for particular lines of NGO activity. Not that these demonstration projects are not valuable; on the contrary, they most frequently are excellent sources of local trainers and training and they frequently serve to exemplify the desirable nature of the changes they produce. But too often they are run independently of lines of embryonic, or developing local government policy. This can produce confusion in the minds of teachers and schools, and can even undermine local governments efforts to develop the capacity to develop and manage change. The core of the problem is a failure to establish links between NGO and local government and to ensure that both strands of activity are mutually supportive.

> The **Albanian** report observes, for example, that, "*..... there is a lack of any mechanism to evaluate the impact of the projects in the system. Lacking also is a mechanism for incorporating successful pilot projects into the system."* (AL1p29) or in **Croatia**, "*"The Ministry of Education may provide some assistance to a grass roots project but it is seldom interested in its outcomes, whether the project is successful and whether its results may be implemented elsewhere" (HR1p41)*

A number of country reports reported positively on government/NGO partnerships. Equally, most reports drew attention to significant problems in this field. It does appear that here, again, there is a significant opportunity being missed, and significant risks being run in the absence of planned and co-ordinated piloting of proposed policy initiatives. This should not be a difficult problem to solve.

CHAPTER FIVE - STAKEHOLDER PERSPECTIVES

The major part of this policy stocktaking exercise concentrated, not unnaturally, on the content of policies and the focus of policy goals, as well as on the plans and programs to ensure that these policies were implemented effectively. The research team, however, were concerned that an approach which focused solely on such matters ran the risk of losing touch with the reality of EDC and MofD as experienced by the main actors in the field – those who put the ideas and ideals expressed in such policies into action.

Thus the research team sought to build into the research instrument a way of allowing the voices of the practitioners – teachers, NGO leaders, community workers and other major stakeholders – to be heard.

It was recognised that a comprehensive survey of views was outside the scope of this study. Nevertheless, it was felt that important insights might be gained by offering a voice to a sample of actors in the field. Thus there was no attempt to reach a wide range of participants, but correspondents agreed that, where possible, they would bring together a focus group, carry out interviews, or organise joint events, or groups and encourage them to express their views on the content of government policies on EDC and MofD and on their experience of being involved in trying to implement these.

It was recognised that this approach would not be practical in all countries. Nevertheless, correspondents were encouraged to attempt this line of data gathering where possible.

The research instrument (Annex B; Section 4) invites the correspondents to first explain their chosen approach to data gathering and to describe the composition of the group whose views they sampled. Correspondents were encouraged to ask inter alia:

- Do the practitioners sampled know of the existence of relevant government policies?
- Were they consulted/involved in the preparation of these policies?
- What partnerships exist in the programs or other measures for the implementation of these policies?
- What gaps and/or problems do they see in national policies in this field?
- What gaps and/or problems are they aware of in current government policy implementation measures?
- What problems do they find themselves facing in working within the national policy framework in this field?

Summaries of the finding of the correspondents are noted below.

1. Views from the Countries

Albania: Meetings with teachers were held in 3 venues. The main points noted were:

- Active learning is associated with achievement.
- There is de-motivation due to status, links with community, misuse of media, balkanised culture of school.
- Teachers 'know what to teach, but not how and why'.
- Democratic practices are not incorporated into daily school life.
- Stability Pact projects are not seen as objective targeted projects on peace, stability and democracy.
- There is a lack of mechanisms to enforce and evaluate projects.

Meetings with the Ministry of Education stress that EDC is part of the national education strategy. But they accept that there is a long way to go in the areas of EDC & MofD.
Lack of understanding of what makes a good Civics trainer or teacher.
New materials needed. Though a huge amount has been done formally, teachers are still trapped in old ways.

Bulgaria: Data gathering involved 2 focus groups with 35 participants from NGOs and teachers; interviews with NGO leaders working in civic education; interviews with NGO leaders of minority groups.
The practitioners sampled seemed to have a reasonable knowledge of government policies. Some had been part of discussion groups, or had been on seminars. Training seems to be an issue where there is discontent – only universities and institutions can train for civic education, people from NGOs, for example, cannot; the universities use outdated methods in training. Roma leaders report a lack of training of people from the minorities. Perceived problems reported included:

- a lack of information and support from the Ministry;
- insufficient textbooks and manuals, especially in rural areas; and,
- bureaucracy and sluggishness in decision-making processes.

Croatia reported extensively on this part of the exercise. Their report consists of a general discussion on history of the situation during the war, followed by discussion of NGOs work and initiatives through the 90s.
A one day focus group discussion was held in the University of Zagreb. The group consisted of 22 representatives of the following organizations: Grass roots organizations e.g. Amnesty International Croatia, Centre for Peace Studies, EDC Citizenship sites in Croatia, Teachers (preschool to university), Youth organizations, Central government (Ministry of Education), Local government, Teachers' trade union, and Education journalists. Material was sent out before the meeting.

- Though all present were from groups with a keen interest in the field, there was a significant lack of knowledge of government policies:
- *'While talking about EDC and MofD policies and its implementation, some of the participants said that, prior to the meeting and the materials received for the discussion, they had had a vague idea of the meaning of the terms and stated that they were not sure whether it should have been understood .....'* (HR1p40)'
- *'The majority of them, while discussing EDC and MofD issues, referred to the National Human Rights Education Programme, as well as to their own activities in schools (e.g. the representatives of the Croatian citizenship sites) or to the grass roots practices in general (e.g. representatives of NGOs) and had no problems in adopting the term as a label for their own practices.'* (HR1p40)
- In spite of this, a great amount uncertainty about, and a degree of reluctance on the part of some school managements, in accepting, the official policies and programmes seems to exist.
- *'The majority of participants, from both formal and grass roots level education sectors, were not sure whether the implementation of the programme was obligatory for schools and in what way. They said that they had problems in the proper reading of the 2000 National Plan and Programme for Primary and Secondary Schools, where it is officially stated that the Human Rights Education Programme is an integral part of pre-school, elementary school and secondary school curricula and that it may be implemented either cross-curricularly, as an optional subject or as an extra-curricular school activity.*
- *The main reason for such misunderstanding they see, not only in the fact that an implementation policy and measures do not accompany the integration of the*

programme into formal educational system, but also in the fact that school principals and teachers feel uncomfortable about implementing it without proper preparation and, therefore, rather stick to the 'old ways of teaching".' (HR1p40)

Kosovo lists a number of organisations consulted which are active in the field of education, though not focusing on EDC or MofD. Data gathering similarly is based mainly on independent studies of education in Kosovo. Findings gives a general statement *"With few exceptions, practicing teachers and education administrators have a rough idea of the reforms in education, but they know very little or almost nothing about the lead agency concept, general curriculum framework, new teacher training system, new structure of the education system in Kosovo, decentralization plans, etc.* (KO1p16)

Macedonia reports that 19 key informants were interviewed. Recent events "have spoiled the very ideas of citizenship and diversity". *"Neither side in Macedonia believes in a 'civic' solution." "Multi-ethnicity is seen as 'dubious Western jargon'."* In a remarkably frank and helpful description of the real state of affairs amongst practitioners the Macedonian correspondent observes that *"Interviewing people about EDC & MofD was 'not at all comfortable'."*

- Practitioners know of the existence of relevant government policies, but lack information.
- They see the role of the government institutions as implementing partner rather than as policy development agents.
- Most of those interviewed were not involved in the preparation of EDC policies, and had not been consulted.
- The biggest problem was seen as teacher training. There was a low interest in taking part amongst teachers, unless financially recompensed. They felt that training seminars were organised to meet the needs, of organizers, not teachers and their students. The trainers are not skilled.
- Other problems identified were – uncertain future of projects, uncertain logistical support after pilot phase, unclear defined status of EDC & MofD in the curriculum.
- The belief of those interviewed was that education authorities would not have the will or capacity to continue EDC once the international partners were gone.

Montenegro relied for its data on research carried out in Montenegro in 1997-8 and 2000-2001. Responses to this research suggest:

- *School organisation and inter-personal relationships are still not democratic. Teachers want to keep their authoritarian position.*
- *There is no open communication either among teachers or students, let alone between teachers and students.*
- *Contacts between students and school management are not satisfactory.*
- *In the responses, it was always the other party that had to be changed. Students wanted teachers to change, and vice versa.*
- *In all these areas, there were, however, signs of improvement in the situation. 'Democratic processes have started, and a considerable number of teachers and students accept them as valuable."*

Romania and **Slovenia** cover some of this ground in a different format. Both countries correspondents refer extensively to the relevant IEA studies. Both correspondents express broadly similar views. Romania, for example, reports that there is a wide gap between policies and implementation measures on one hand, and the 'citizenship competence' of the population on the other. Research data from independent bodies (academic and research institutions, civil society and international organisations) concludes that –

- Despite major curriculum provisions for EDC, pupils' civic knowledge is only fair.
- Young Romanians are interested in civic engagement.
- A low level of political trust tempers this interest.
- Teachers of EDC use more conventional educational materials (e.g. textbooks) and frequently resort to exposition methods.
- Teachers perceptions of EDC are still in terms of civility and good manners, rather than from a human rights perspective.
- Teachers consider EDC as an autonomous subject, rather than as cross- or extra-curricular.
- There are still areas of educational disadvantage, especially for Roma and students in rural areas.
- While positive attitudes towards ethnic minorities prevail, there are a number of young people (20 – 30%), who are inclined to negative attitudes.
- There are still deficiencies in civic competence and social capital. Romanian society is fragmented and divided, with a low level of effective civic participation and political trust.

The relevant sections in the **Serbian** report consist mainly of an identification and a discussion of those NGOs which support education. Most individuals contacted knew the most important guidelines concerning education policy, EDC & MofD. A number had been involved throughout the preparation of the Draft Proposal for Educational Reform. There was a measure of optimism about likely directions under the new government. Having said that, a view was expressed that there are bureaucratic obstructions to the implementation of reform and that, "there are still quite a lot of xenophobic people among participants in the education process and in significant part of the state apparatus".

Slovenia's data source was the 2001 IEA study on citizenship education and structured interviews with state officials, counsellors in professional institutions and representatives of NGOs. Findings consist of statistics taken from this study. The statistics given relate to the place of civic education in the curriculum, the goals of civic education, where they place the most emphasis within civic education, and teachers' opinions concerning necessary improvements.

2. Commonalities in the Region

Clearly the quality and extent of data varies considerably, reflecting the range of opportunities available to the correspondents to carry out this exercise at first hand. Nevertheless, a remarkably consistent message emerges from the reports.

There are some positive indications:

The sampled practitioners from all parts of the region show a remarkable commitment to the principles of EDC and MofD, they have developed numerous projects and activities to put these into practice - although sometimes only in isolated cases and in an often hostile systemic environment. Such individuals and organisations have accumulated a wealth of relevant experience in developing and applying citizenship and diversity curricula to their students. Sometimes too, these same individuals who, in the past, had met with opposition, or even persecution, by government are now, in some cases and in some countries, beginning to be seen by Ministries as having a significant contribution to make. Though many formal and institutional barriers remain, there is also some evidence that individual contact between Ministry officials and NGO leaders in particular, may be resulting in the beginnings of a measure of willingness on the part of the officials to recognise and value this external expertise and experience.

The evidence brought together in the country reports does, however, raise three matters which give particular cause for concern.

- There appears to be a widespread lack of knowledge about government policies on EDC and MofD amongst stakeholders in the countries concerned – even amongst those who are most directly affected by the policies themselves. Sometimes correspondents report a complete lack of stakeholders awareness that policies even exist. This must represent a major failure of communication on the part of government.
- Many stakeholders report a complete lack of consultation or discussion on the part of governments in the process of drawing up the policies. They express frustration at this experience. Many of them are of the view that they could contribute significantly to this process.
- Those stakeholders who are NGO's – often the major actors in this field in the countries concerned – are often very sharply critical of what they describe as a failure to establish effective and productive working partnerships at an operational level with the governments of the countries in which they work. They see this as a reflection of a lack of effectiveness and commitment at the operational level with Ministries of Education. They also see it as a major opportunity missed.

CHAPTER 6 - CONCLUSIONS AND RECOMMENDATIONS

The task of this report is to offer an overview of the policy stocktaking exercise. It sets out to distil lessons from the analysis of the country reports in order to illuminate the process of decision-making on the next steps to be undertaken in these fields. The chapter begins by discussing the nature of the evidence on which the analysis is based and by expressing a note of caution about using the evidence to draw cross-country comparisons. The chapter then goes on to offer an explanation for what appears to be the most important and most troubling conclusion pointed to by the analysis of the country reports – the fundamental lack of capacity in the majority of education systems of the region to govern and manage themselves effectively. Finally, the chapter identifies a clear set of conclusions and – given the location of this stocktaking exercise within the Stability Pact Process – points forward to a discussion of what should be the Next Steps in that Regional process?

Before attempting such conclusions, however, one *caveat* needs to be noted, and one line of explanation needs to be undertaken.

1. Interpreting the Results of this Analysis – a *caveat*

Listening to the voices of the region as expressed through the correspondents in the country reports has proved a significant strength of this stocktaking exercise. The exercise has brought together a wealth of information about the particular state of education policies in the fields of EDC and MofD in the countries of the Region. Now that the regional analysis of the country reports is complete, the authors of this report are convinced of the validity and utility of the chosen approach to data gathering. It has, in our view, enabled genuine insights and - well beyond simply gathering information on existing policies in EDC and MofD - it offers an exceptionally useful indication of the state of development of thought and praxis in these fields in the countries of the region. A genuine sense of the difficulties being faced, the complexity of the contexts in which policy has to be developed, and the challenges to be overcome in achieving successful implementation emerges clearly from the country reports – as does a clear sense of the existence of a commitment to act on the part of the emerging policy communities of the countries of the region. These insights are invaluable and for such specifics, the reader is commended to the country reports[23].

Without doubt, a price has been paid for these insights, however. There is evidence from the Country Reports that the scope of scrutiny of the correspondents has not always been even from country to country – despite the collaborative production and use of the research instrument. This unevenness was, perhaps, inevitable, given the ground-breaking nature of this kind of research for this region, given the often difficult and unusual circumstances in which policies have to be made and implemented, and given the particularly emotive and sensitive nature of the topics at the heart of the study. One clear consequence of this unevenness is a visible difference of emphasis in the country reports between the treatment of EDC and MofD. This disparity of treatment – in a quantitative, not a qualitative sense – probably reflects a number of factors. Firstly, data about policies and implementation measures within EDC is, by the very nature of the topic, easier to identify and obtain: matters relevant to MofD are often more slippery and less immediately evident in the processes of the analysis of policies for relevant data. In addition, it may be that the particular interests and backgrounds of the correspondents are reflected in those areas of policy which have been subjected to greatest scrutiny in different countries. For whatever reason, the process of

[23] The structure of the Research Instrument (Annex B) should offer a help to those trying to locate particular kinds of data within these reports. Readers should be warned, however, that for this purpose the structure is more useful in the case of some reports than in others.

regional analysis has revealed that, for example, there is a great deal more being said in the country reports about EDC than MofD. It seems not unlikely that this may reflect real and significant variations between countries in terms of the policies within these countries - but it is difficult to be sure.

All research – like all other significant and valuable areas of human activity – involves compromise, however. And while recognizing the limitations of the approach chosen, the writers of the regional report, at least, are in no doubt that the appropriate balance was struck. The limitations of the resultant data are more than compensated for by the insights offered. Nevertheless, a note of caution must be sounded. The country reports are at their most useful when they offer insights; readers are urged to be cautious in using them to make comparisons between countries.

2. Interpreting the results of this analysis – one line of explanation.

One important matter was set aside in the earlier discussion of Chapter 2, and then again in Chapter 4, for later discussion. The stage has now been reached in this report when the promised explanations need to be offered. The question under consideration is why the country reports, in general, contained insufficient information about policy implementation measures (Chapter 4) to enable an analysis of this area along the same lines as in the chapter on policy goals and intentions (Chapter 3). Why in the country reports is there so little information on policy implementation programs, and on the steps taken to ensure that the intentions of curriculum and other policy documents are reflected in practice?

It is always possible, of course, that this pattern is simply a reflection of inadequacies in the research design. Or that the fault lies in the country correspondents; that the same researchers who were able to assemble such a wealth of relevant data on policy goals and intentions simply missed the data on the measures planned by governments to implement these policies. Both of these explanations seem highly unlikely, however. The importance given to the series of sharply focused questions within the research instrument explicitly targeted directly at these issues makes the first line of explanation difficult to accept; and the success of the researchers in uncovering a more than adequate amount of data in this other area studied appears to rule out the second. It is the contention of this paper that he real explanation is much more fundamental and much, much more important than either of these. Rather, this paper proposes that by far the most plausible explanation for the lack of gathered data on policy implementation measures and programs is that this is yet more evidence for the persistence of that general policy/practice dichotomy in the field of public policy which was so characteristic of communist regimes, and which is still an important, and disabling legacy in many, if not most, former communist countries. It is vital, we argue, that this fundamental point is understood – for reasons which will be discussed in this part of the paper.

There are echoes of this explanation in some of the country reports.

> **Croatia** puts it particularly well. The report points to the absence of any signs of implementation planning for policies for EDC and MofD, " *An efficient and consistent implementation strategy with clearly defined measures and mechanisms for ensuring educational goals (plan of action) is non-existent. This inevitably leads to voluntarism and ad hoc solutions in decision-making at all levels and produces insecurity among practitioners as to what and how educational tasks should be fulfilled. ("Our educational system is a 'patchwork' of hundreds of disconnected or loosely connected regulations, initiatives, practices. There is the need for an urgent balancing of its parts.")*" (HR1p44). The same report then describes the efforts of the Croatian discussants to explain this phenomenon, *"One line of thought permeating the*

discussion on the macro-society development policy was related to the permanence of a gap between policies and their implementation throughout Croatian recent history. Some participants evaluated policy documents as "too many papers lacking rational implementation strategies and measures as well as necessary political will". One participant argued that "communist technology of governing and managing is still around us", that it is still deeply rooted in our everyday practice and that we failed in devising and implementing efficient democratic strategies to replace older ones. "This is not a Croatian specificum. It seems that the world knows very little on how the transition should be led to ensure the desired end." A few participants explained the misbalance between the policy and the practice in terms of "inconsistent policy priorities, weak implementation policy, ad hoc implementation measures and no standards for quality assessment, all of which result in voluntary practice accompanied with the lack of responsibility at all levels." (HR1p39)

This is a penetrating analysis. It is also a sweeping expression of disappointment, and surely a *crie de coeur .*

In short, the most likely explanation for the deficit of information on policy implementation measures and programs is that this deficit is real; that it is a genuine reflection of the fact that, by and large, *such implementation programs simply do not exist.* Seen from a Western European perspective, this explanation strains credibility. Seen from a post-communist point of view, however, such an explanation would fit the facts exactly. Given the systemic dislocation between policy and practice, between rhetoric and reality – particularly in the field of education policy – within the apparatus of government in the former regimes it is not unexpected to see evidence of the same pattern of activity today. The problem itself is not taxing to understand. While the political leadership of most of the countries of the former communist sphere of influence has been reformed, and widespread constitutional change has been enacted, in most countries the organs and processes of the management and governance of the public educational system are unreconstructed and unreformed. But that same apparatus for governing the education system under the former regimes was, even in its original incarnation, for a variety of reasons – some good, some bad – inadequate. It was strong at controlling externalities: but it was intensely weak at genuinely productively managing the system to improve – let alone to maximise – its performance. Yet in many of the countries in which this study took place, this inadequate and malfunctioning apparatus is essentially unchanged; the political leadership has changed – or has at least changed direction – but the administrative bureaucracy has not. And thus the current apparatus of governance simply does not posses the capacities, nor does it have the institutions nor the procedures, to manage change and development positively. On the contrary, the system retains its key characteristic: it is excellent at absorbing apparent imperatives for change while, at the same time, maintaining the *status quo.* This situation was simply the product of the communist system of governance: the result of an accommodation between the irresistible and the unworkable[24] - and it still continues.

But the core of the problem does not lie in structures and procedures: its essence lies in the ideas about education and about educational change which underpin thought and shape individual and organisational behaviour. The heart of the problem is that the processes of thinking about, and making, educational policy in such circumstances are still dominated by a tacit assumption that the education system as whole will simply, and automatically, reflect at an operational level, decisions which have been taken and policies which have been made centrally. The challenges of implementing change in a complex and reactionary system (which most education systems are) is simply not recognised. Rather, the systems of governance continue to operate on the assumption that the task of policy-making is essentially completed once the ideological and doctrinal statements of justification and intent

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[24] *Capacity Building in Public Education Policy-making in the countries of the Region:* C E Harrison; The Institute for Educational Policy, Budapest 2000.

have been set out in the policy statement itself. The implicit assumption is then that these "policies" will simply be implemented by the relevant actors in the field. Who then needs a strategy for change? Who then needs an implementation program?

In all fairness, given the assumptions about governance which underpin a centrally planned and totalitarian regime, and given the level of resources traditionally available to the education systems in such countries[25], this approach is, at least superficially, not unreasonable. If a more empirical and less doctrinaire perspective is allowed, however, the apparent validity of such an approach simply crumbles. The truth is that the overwhelming mass of evidence from evaluation of the effects of educational policy initiatives from all corners of the world indicate that educational reform is complex and exceeding difficult to carry through successfully; and that, in the absence of powerful, subtle and thorough implementation plans drawing on a genuine understanding of the problem to be tackled and based on an effective strategy for change, any centrally driven program aiming at significant change is almost bound to be diverted, subverted, or simply to fail.

But surely this is an overstatement of the case; after all the education systems of the countries concerned did operate apparently successfully for many years under their old masters. This is true; they did, and there were at least two reasons for this. The first reason concerns the fundamental nature of the traditional school/classroom/teacher based education system as it existed, and still largely exists, in all the countries of this study. The vast majority of teachers in schools under such a system simply get on with their job, ignoring – as far as they can – interference from outside. This is true of most education systems: the majority of public education systems in Western Europe and North America operated in exactly this way for the first one hundred and fifty years of their existence. Such systems for delivering public education – because of their traditional classroom and teacher based sub-systems - are fundamentally exceptionally stable systems. This is a strength, and a weakness. It is a strength, in that it takes very, very powerful forces indeed to disrupt the core functioning of such systems - though some governments in Western Europe have managed this against all the odds. But it is a weakness in that it takes a very well organised and carefully thought through development program, built on a deep understanding of systemic functioning and characterised by high levels of planning and management, to effect development. Traditional school/classroom/teacher based education systems are fundamentally stable: this is what makes them so difficult to ruin, and this is what makes them so difficult to reform. The second reason, is less obvious and much more characteristic of communist regimes than of the rest of the developed world. The education systems of the former regimes had particularly ineffective monitoring processes, and completely non-existent quality assurance processes. And there was a reason for that too. In the field of education – as in so many other fields of social and economic policy, it simply was not in the interests of the functionaries within the system to set up such a system – they would only reveal its inadequacies; and anyway, no effective monitoring system can be implemented in the field of education without the co-operation of all participants, and that was unlikely to happen. This absence of effective feedback and monitoring systems was crucial. It allowed effectively a complete dislocation between leadership and reality. Thus the public service of education – like many of its sister services in communist times – lived out a self deceiving myth of strong central management and control, when in reality they were managing little of importance and controlling only superficialities – however oppressive that control may have felt at times to those who were its subjects.

And it is the legacy of this myth, expressed often in precisely the same institutions of policymaking and governance – and often through often exactly the same people – which continues to dominate the processes of educational development and governance today.

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[25] For example, the apparatus and arrangements traditional in most communist systems for in-service teacher training are staggering in the extent of their provision, given even current best practice in Western Europe or North America.

The importance of this understanding is paramount to understanding the shortcomings of the present educational policy systems in the field of development and reform. There are few, if any, educational policy implementation programs, nor detailed implementation plans, in such countries, because in terms of the continuing myth they are not necessary. The myth dictates that participants believe that the system is self-correcting, and that they should act – or rather not act – accordingly. The system – the myth runs - will simply respond to changed policy priorities of its own accord. In reality, of course, the myth is hollow and misleading, but no-one challenges it. The emperor is naked, but no-one laughs.

No-one challenges the myth, because there is no hard data on system output on the basis of which to measure performance, nor evaluate the effectiveness of policies. And, in former days, there was no interest in collecting such; in who's interest was it to do so, anyway? And this system continues. There is no focus on the achievement or failure of policy goals or outcomes because there are no effective systems of monitoring real performance - and there are certainly no intelligent and effective systems of quality assurance. This lack has a major and debilitating consequence. There is no effective capacity within government for sound policy development or analysis, because, given the fundamental dislocation between policy and praxis, there is no pressing need to get the policies right in the first place – so let the politicians have their head in writing policies; why should reality interfere with rhetoric and sound doctrine when it will never be tested in reality anyway.

This failure of the processes of governance has a number of consequences. Chief amongst them, of course, is a very significant dislocation between policy and practice at least in the fields of EDC and MofD. The result of this is serious in the extreme. It seems entirely fair to note that, under present arrangements for the management and governance of the public education service in many countries of this study, it is simply not possible for government to ensure that their priorities are reflected in the operation of the education system – at least in the fields of EDC and MofD, and, we suspect, much more broadly than that. There appears to be compelling evidence that, in many countries, educational development in the fields of EDC and MofD has been entirely ceded to NGOs and other development funders. The consequence of this ineffectiveness in policymaking and implementation has been to pass also effective leadership on important areas of educational development to un-elected, unaccountable, and often foreign bodies. While the short term impact of this process has, in most cases, been markedly positive – though the scale of operation has often been limited, this is not a healthy – nor even a proper – situation for the democratically elected government of a country to be in. It may even be that this process is undermining the development of effective democratic systems of government - the very opposite of its stated goals.

Indeed, the negative consequences of such circumstances may be even more profound than described thus far. The country reports are clear in describing both the positive and the negative effects of foreign donor led activity in the field of EDC and MofD. On the one hand, impressive and powerful – although isolated – reform projects have been supported or led by foreign actors, and these can be shown to have had a positive impact on those particular schools, or other institutions with which they have engaged. On the other hand, it must be admitted that it is equally evident that most of these projects have failed to achieve an effective impact on the national systems – and sometimes the progress made in individual projects has simply withered away when the funding comes to an end. Unfortunately – and this seems to be particularly the case in the post-Yugoslav turbulences - this effect is not infrequently presented by some researchers, and politicians of all ideologies, not simply as a problem, but as the prime cause of failure and a serious impediment to effective further change. Foreign actors are thus presented as scape-goats for the failure to achieve adequate systemic change in the past, and often, reportedly, as an excuse for insufficient national action in the present. Such a view fails to acknowledge the measure of important progress which has been brought about by such programs – even if they have not always succeeded in delivering systemic change. More importantly, such a uni-causal explanation does not hold up

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against the evidence of wider systemic failure in the fields of educational policy offered in the country reports. It seems clear rather that, if there is a main cause of failure in the processes of policy implementation in this field, it is more likely to be found in current failures of the ministries of education of the region to act effectively in establishing sound implementation practices. As for the failed – or apparently failed – donor programs, it seems more plausible to explain such shortcomings as exist as a consequence of a failure on the part of ministries to establishing sound partnerships with outside donors and to providing effective leadership by developing, in collaboration with the relevant range of stakeholders, positive policies which could shape and harness the potentially invaluable outside help. It has been suggested to the authors of this report that, if this representation of an apparent eagerness on the part of key players within the existing system to blame others for the inevitable outcome of the shortcomings of their own actions is true, it represents something more than just a system struggling to deal with the legacies of the past; rather it signifies a present lack of willingness on the part of key actors to tackle important problems for the solution of which they carry responsibility. It also apparently represents an eagerness – all too characteristic of former times – to blame "others" for a problem which is effectively our own. Such an attitude has no place in public service.

Such a description is, of course, an over-characterisation – or is it? Things are not still like that in the countries of the study – or are they? Certainly, there is evidence that governments in a number of countries are struggling vigorously towards a Kuhnian paradigmatic shift in their processes and apparatus of management, governance and policy making in the field of education. Some are even showing signs of success in this difficult task. The point of this line of explanation is not to condemn those who still struggle, but to offer insight into the nature of the problems being faced by the systems themselves. For the authors of this report, one of the strengths of this line of analysis is that it appears to offer a credible explanation of the pattern of data revealed by the country reports, and that this, in turn, points to a particular line of strategy which could be used to set matters right.

As importantly, if this analysis is valid, then some other - apparently obvious - responses to the results of the stocktaking exercise would not prove effective. It would not be effective, for example, simply to run courses in policy development or the design of policy implementation programs for functionaries in the countries of the region. Such courses may be important and may indeed form a vital *part* of any proposed way forward. But *on their own* such measures would be ineffective – possibly even counter-productive. To simply offer such courses while ignoring the basic problems in the structures, processes and organisational culture of governance and public service management in the field of education would be to treat the symptom, and leave the disease unchecked. Rather, the answer must lie in supporting the governments and public education services to reform themselves and their whole modes of operation, indeed their whole approach to managing their education services. And this is not a case of urging privatisation or some other ideological import – it is simply a matter of public service reform. A great deal can be done at the grass-roots and directly in schools and classrooms, certainly. But the problem will not be solved until the countries generate within their own processes of government the technical capacities to identify, tackle and solve their own problems: until they develop their own effective, participative systems of management; and particularly until they institute their own rigorous arrangements for effective accountability, and supportive systems of quality assurance.

The conclusions of this report, and the next steps which it recommends, should be understood in the light of this line of explanation.

3. Conclusions

Governments in all countries of the region have recognised the need to develop pro-active policies in the fields of EDC and MofD, and have already put, or are in process of, putting in place the constitutional and legislative base for action in this field. Governments of the region appear to be committed in principle to developing and implementing effective policies in these fields.

The process of putting in place appropriate policies has been underway for some time in most countries and the policy statements themselves are, in general, well developed. Policies in the field of **curriculum** tend to be the most developed. The policies themselves, however, are not always comprehensive in their coverage, and some contain gaps, internal tensions and dysfunctionalities. Some policies on curricular materials and practices – particularly those in language and history – are unsatisfactory and need to be comprehensively reviewed. Effective policies in the crucial field of **teacher training** are almost non-existent; this missing provision currently represents a major obstacle to success and a serious waste of scarce resources in most countries of the region. In terms of **structural and organisational issues**, there is a great need for positive policies to ensure that the schools, school systems, and other institutions of education are developed so that their values, ethos and modes of functioning reinforce rather than, as often at present, undermine the lessons of EDC and MofD. The structural and organisational solutions which presently ensure that the rights of minorities are protected need to be reviewed and further developed, so that they work towards inclusion rather than further division between communities.

There are gaps and omissions in policies in the fields of **Life-long Learning**, and **Information and Communication Technologies**: the potential benefits of **international co-operation** – particularly within the region – often fail to be realised because of internal communication failures and a failure to knit together simultaneous lines of policy development within countries; there is little evidence of coherent and effective policies to ensure that the need for local capacities in **policy research and development** is being properly addressed; and, above all, in the absence of effective **Quality Assurance** systems many positive policies are simply proving ineffective, and a waste of time and money – this should be an urgent priority.

There is overwhelming evidence of serious shortcomings in the **policy implementation processes** in most – if not all – countries of the region. Indeed, in many countries, implementation programs and implementation planning, at least in the fields of EDC and MofD, *simply do not exist*. As a result, most of the good intentions set out in national policy documents have little if any impact on actual practice in schools and in classrooms. This should be quite unacceptable. It represents a not only a failure of the policy process – important though that is – but perhaps more significantly it represents a failure of the processes of governance and management of the public education systems of the region. It brings those new processes of democratic governance into disrepute, encouraging a continuation of the state of mind which underpinned the old policy/praxis dichotomy. The problems which underlie this unsatisfactory state of affairs call for urgent and vigorous attention. Solving these problems would be an important step towards maturity in the process of the development of democratic and effective governance of the countries of the region.

Finally, the views of those **stakeholders** interviewed offered encouragement – in that they revealed a very significant commitment to working in this field, and to helping governments design and mount effective implementation programs. The same stakeholders, however, offered discouragingly negative accounts of their experiences in trying to work together with governments towards what ought to be common goals.

CHAPTER SEVEN - NEXT STEPS

At the time of writing of this report, close to the end of the year 2001, the Stability Pact is coming to the end of the first phase of its existence. This first phase was concerned with the very establishment of the process, and the development of effective working structures and modes of activity. From the start, the Stability Pact process has involved specialists and experts from all its member countries, especially those in South East Europe itself. With the aid of those experts it developed an initial set of priorities for the region. EDC and MofD were early established as one set of these priorities. Recognising the then urgency of the situation, the Stability Pact process quickly launched a substantial number of so-called „quick-start projects". Most of these focused on emergency remediation and immediate action, but many were also concerned with the collection of further information in specific fields (like EDC and MofD) where the state of knowledge was not then sufficient to enable effective intervention to be planned. This current report is emerging from just such a project.

Now, indications are that the Task Force on Education and Youth of the Stability Pact process intends to move to a second phase of activity: to launch regional programmes in a more comprehensive regional setting, and - thanks to the output from the initial first-phase quick start projects – programmes which can be more carefully targeted at strategically determined needs.

This regional report is one product of a stocktaking exercise which sought to identify the content, nature, and present state of implementation, of policies on EDC and MofD in the countries of the region. The analysis conducted as part of the development of the regional report has pointed to a range of deep seated and systemic problems arising in the fields of EDC and MofD. These problems call for action in their own right. But the report also argues that the roots of these specific problems lie deep within the present arrangements for governance and management of public education in the countries of the region, and the practices and organisational cultures of ministries and other responsible bodies.

This report recognises that some of these latter problems lie well beyond the remit of this particular stocktaking exercise. There are, in fact, one of the prime foci of the parallel Stability Pact project on broad education policy review led by the OECD. Unfortunately - running as they are in parallel – the conclusions of the OECD review were not available to the authors of this report at the time of its writing. Thus, this report must present its own conclusions and leave others to draw links. Certainly, the authors are convinced that to ignore the deep problems of policy-making and implementation uncovered by the writers of the regional reports and to simply concentrate on their manifestation as apparent shortcomings in the fields of EDC and MofD would be a mistake. To do this would be to tackle the external symptoms of the disease rather than dealing with its causes; it would also be to invite a continuation of the present unsatisfactory state of affairs. No real progress, we believe, is possible unless these difficult and deep rooted problems are squarely and effectively tackled. More than that, we believe that to ignore these problems is to tacitly subscribe to the very conditions which have given rise to them in the first place, and which allow them to persist. This project has been about policies in the field of EDC and MofD. It therefore seems to us to be entirely right that we should draw attention to these problems - not only for reasons of effectiveness and efficiency of policy making in a key public service, but because this matter strikes right at the heart of government of the people, for the people, by the people.

The last of our recommended Next Steps is therefore a strong encouragement to the political leaders of the countries of the region, and to the apparatus of the Stability Pact, to tackle the endemic problems of the management and governance of the public education systems of the countries involved. We have no wish, in this report, to go beyond simply pointing to this

problem. We are confident that the OECD Reviews will present a closer analysis of the problem and, hopefully, a more extended set of recommendation for action. But we would insist that, unless this matter is recognised as a priority, all other efforts to achieve effective development through the provision of detailed training are simply a waste of time and resources.

Having made that point, we also believe that – provided they are seen against a backdrop of more general and deep rooted reform - there a number of specific recommendations which we can make which could greatly contribute to the effectiveness of such a broad plan. Thus, the following recommendations should be seen against the assumption that they will be undertaken in the context of a broader reform program; they are designed to not only respond to particular areas of need identified in our analysis, but – importantly – to contribute strategically to that broad reform effort.

We have chosen not to make any recommendations for any particular country – though we do make suggestions which, we trust, will be considered by all. Most of our recommendations are aimed at the Task Force "Education and Youth" of the Stability Pact Process, and to some extent, our sister Working Group on General Education Policy and System Improvement (led by OECD) to which reference has already been made. We do see, however, a potentially invaluable role for the Task Force co-ordinate and support common aspects of reform efforts in the field of education across the region. This, after all, is its raison d'etre.

Finally, having been closely involved with the team of researchers from the region, we are very conscious of the pool of talent and commitment available to the countries of the region from within their own resources. Our recommendations are designed to focus on actions which will enable the development of these resources – individually and institutionally. The aim is to generate within the region individuals and institutions which will posses the skills and techniques and develop the structures and approaches to enable them to focus their efforts effectively on the problems of the development of effective practice in the fields of EDC and MofD. Given that such support is made available through the Stability pact, we can clearly foresee the situation where, in time, the countries of this region could well be in a position to become world leaders in the development of effective policy and practice in the fields of EDC and MofD. They are, at present, a long way from being in that position. But, given both the problems and the potential of the region, it seems quite possible.

To this end we recommend the following Next Steps:

1. National EDC Working Parties and Seminars

The Ministries of Education in each country of the region should set up a national working party with a remit to examine their own Country Report in the context of the Regional Report, and to make clear recommendations for action to the Ministry; this working party should also give consideration to widening the focus group exercise described in this report ensuring the involvement of stakeholders (students associations, parents associations, teachers' and other unions, employers associations, churches and other interested bodies); and, the Task Force "Education and Youth" of the Stability Pact Process should co-operate with the governments of the countries of the region to organise a series of seminars at which the results of developments which have taken place within each country as a result of this programme can be described, and at which good practice can be shared.

2. Regional EDC Audit and Evaluation Teams

While there is a good deal of good development work in the field of EDC and MofD in the countries of the region it currently lacks systemic impact. A way needs to be found to link policy and practice powerfully.

The Council of Europe, through the Stability Pact processes, should establish a Regional EDC and MofD Audit and Evaluation Team and implement a Regional and National schemes to offer a "quality mark" service to schools and other life-long-learning institutions which demonstrate best practice in the fields of EDC and MofD. Participation in this scheme would be voluntary, but it would fulfil a number of positive purposes. It would both provide a means for schools and other relevant institutions to have their present good practice publicly recognised and possibly rewarded, and it would encourage and support the development of participative evaluative skills amongst the participants.

The Regional EDC and MofD Audit and Evaluation Team would consist of representatives from each of the countries of the Region and be chaired by one of these representatives. In its first phase of operation the team would aim to develop the capacity to construct audit instruments and procedures which could be used by the respective countries of the Region to determine their own current state of effectiveness of policies and practices in the fields of EDC and MofD, and would construct these instruments.

These instruments would examine three areas:

- National policies, conducting a policy analysis of national policies on EDC and MofD and including matters of:
  - curriculum, and supporting resources;
  - teacher training; and,
  - institutional and organisational arrangements.
- Implementation plans, including:
  - quality of planning; and,
  - arrangements for monitoring and accountability.
- Practice, including the development of:
  - a set of quality indicators to describe good practice in EDC and MofD in schools and other associated institutions;
  - procedures for using these by local teams seeking to determine the likely effectiveness of current practice; and,
  - arrangements to train local teams in the development of the appropriate skills to use these instruments in practice.

The team would then go on to set up a regional scheme which would enable national teams to award a Regional EDC „quality-mark" to those schools and other institutions whose arrangements and practices met the standards set out by the regional quality indicators of best practice.

During the second phase of operation, the regional team would then work with national teams established within each country. The Regional Team would thus be responsible for cascading good practice into the countries of the region. The national audit teams would work within the regional schemes to implement the EDC „quality mark system".

The sponsorship of such a scheme by the Council of Europe would be very much in line with its currently stated policies and would provide that body with a means to demonstrate its practical support for the ideas it seeks to promote. It would also greatly strengthen the impact of the scheme within the countries of the region and would avoid unfortunate associations with so called "award" schemes of past regimes.

It is recognised that the Regional Team would initially require considerable help and support. But it is anticipated that the team would quickly move beyond that stage and become a significant resource for change in the region. It is also recognised that this approach could well lay a platform for the development of effective practices in quality assurance and accountability which would have significance well beyond EDC and MofD.

3. Regional Co-operative Initiative on Teacher Training

In practically all countries current arrangements for state provision of in-service and pre-service teacher training are identified as being particularly inadequate and a woeful waste of significant amounts of national resources which are desperately needed elsewhere. This is why the Stability Pact should establish a Regional Co-operative Initiative on Teacher Training. The case for reform of current arrangements goes well beyond the fields of EDC and MofD.

The Stability Pact should set up a working party from the countries of the region to develop options for action on this matter, and to determine ways in which good practice can be imported into the countries of the Region. This determination should include a consideration of ways in which:

- a modern curriculum can be developed for In-service Teacher Training and Pre-service Teacher Training; a curriculum which focuses on the practical challenges of teaching and on the teacher competences and teaching approaches which are required for, *inter alia*, successful teaching of EDC and MofD;
- training, and other professional development opportunities, can be provided for school principals and other leaders within the school system who have a crucial role in establishing the organisational values, systems and practices which shape the organisational contexts for EDC and MofD;
- arrangements could be made for identifying and training staff who could provide such courses; and,
- organisational arrangements – including the possibility of the replacement of current failing institutions – could be made to ensure that proper training and support could be provided to teachers and others at reasonable cost to the public purse.

If this working party were to prove successful, it could form the basis of a regional Teacher Training Association.

4. Management and Governance in Education as Priorities

The Stability Pact, in its Task Force for Education and Youth, should take account of the sharp criticisms which have been made in this report of the failings of the current processes of management and governance within the public education systems of the countries of the study. The Stability Pact Task Force should regard effective action on these matters as being critical for all future development and should act urgently in a broader context to ensure that these issues are addressed promptly and effectively. In particular, while recognising the importance of providing training and other development opportunities for key individuals within the system, the negative consequences of carrying this forward in the absence of serious systemic reform to the structures and procedures currently in place should be also be recognised and acted upon. Within this structural reform, priority should be given to developing adequate arrangements for genuine monitoring and accountability within the system.

APPENDIX A

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APPENDIX B
RESEARCH INSTRUMENT

POLICIES FOR EDUCATION FOR DEMOCRATIC CITIZENSHIP AND FOR THE MANAGEMENT OF ETHNIC AND RELIGIOUS DIVERSITY IN THE COUNTRIES OF SOUTH EAST EUROPE

Country Report: Country

The operational description of Education for Democratic Citizenship (EDC) is taken to be contained in the ***Draft Common Guidelines for Education for Democratic Citizenship*** adopted by the Council of Ministers of Education; Cracow 2000.

Guidance and clarification on issues relating to the Management of Diversity (MofD) can be sought from the ***Draft Klagenfurt Memorandum: Managing Diversity***; Klagenfurt 1999.

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1. NATIONAL CONTEXT

Describe – BRIEFLY – under these next three headings, those contextual features that bear upon and shape the context in which national education policy is made, and which lie behind the perception of needs and priorities which underpin these policies. REMEMBER, NO MORE THAN ONE PAGE FOR ALL THREE, PLEASE!!

1.1. Social context

1.2. Political context

1.3. Cultural context

2. POLICIES AND LEGISLATIVE BASE

2.1. General Considerations

- What general considerations apply to the public education system in the country? For example is the public education system highly centralised? What measure and kinds of decentralisation have been applied?
- Does the government have a general education development strategy document? Is EDC/MofD a component of this plan?
- Is there a major National Government/World Bank program with EDC/MofD as a component?
- Is there an adequate constitutional and legal basis that would make the development of democratic values and respect for diversity legitimate goals for the public education system?

2.2. Education for Democratic Citizenship

2.2.1. Curriculum

- Does the country have a national curriculum or national curriculum guidelines?
- Do the national curriculum documents refer explicitly to EDC?
- What view of citizenship is embedded in the national curriculum documents?
- Is the provision delivered through specific curriculum inserts, or by a process of permeation through a range of subjects, or by a combination of both?
- Does the curriculum contain adequate references to the particular knowledge and ideas, the skills and capabilities, and the values and personal dispositions, which would provide a basis for an adequate educational experience in this field for the student?
- Are there arrangements to ensure that these goals are well reflected in the curriculum documents, in text-books and other teaching materials?
- Do official curriculum documents acknowledge the need to provide "space" for EDC and the MofD activities – **formal and informal** – in the working week of the school?

2.2.2. Structural/organizational

- Does the government have a policy to reflect broad democratic principles and basic human rights in the arrangements made for the government and management of schools?
- Is there, in policy documents, a recognition of the importance and power of a positive and inclusive school ethos for the achievement of the goals of EDC?

2.2.3. Teacher training

- Does the government have any policies on the content of, and priorities for, Initial Teacher Training (ITT), and/or for In-Service Teacher Training (IST)? If so, are the issues of EDC recognized within these policies?
- Is a recognition of the development of the methodologies and approaches essential to the pursuit of EDC built into these policies?

2.3. Valuing cultural diversity and social cohesion

2.3.1. Curriculum

- Do the national curriculum documents refer explicitly to the need to respect and value personal and social diversity as an important educational goal?
- Do curriculum documents recognize the validity and value of multiple personal identities – particularly in ethnic and religious terms? Are there arrangements to ensure that these multiple identities are fairly represented in the curriculum documents, in text-books and other teaching materials, and in teaching?
- Is there an explicit recognition of the need to present relevant histories of the country and the region from a range of perspectives?
- What arrangements are proposed for the provision of instruction in the languages of the different ethnic groups?

2.3.2. Structural/organizational

- Within the public education system, are there organizational/administrative arrangements for separate schooling for different ethnic or religious groups? What arrangements are made to ensure that these arrangements do not contribute to divisiveness? Are the different groups and groupings given a voice in the management and administration of the system, and of the individual schools?
- If single schools include within their student body, individuals from a range of ethnic and/or religious groupings, are there inclusive arrangements made to meet the educational needs of these groupings within the school's timetable and curriculum?
- Is there, in policy documents, a recognition of the importance and power of a positive and inclusive school ethos for the achievement of the goals of MofD?

2.3.3. Teacher Training

- Does the government have any policies on the content of, and priorities for, Initial Teacher Training (ITT), and/or for In-Service Teacher Training (IST)? If so, are priorities for MofD recognized within these policies?
- Is a recognition of the development of the methodologies and approaches essential to valuing differences and the MofD built into these policies?

2.4. Cross Cutting Issues

2.4.1. Life-long Learning

- Is there a visible link between national policies on the public school system and youth, and education for employment policies?
- Is there a difference between education policies on EDC and MofD in general schools, and in vocational education and training(VET)? If so, what are these differences?
- Is there a national policy on adult education? If so are issues of EDC and MofD included in that policy?

2.4.2. Research and policy development

- What arrangements exist within the country, and its processes of governance, to stimulate and fund appropriate research, policy analysis and policy development within the fields of EDC and MofD?

2.4.3. International Co-operation

- Is government actively seeking international co-operation in this field? Does this include an encouragement to co-operation within the region?

2.4.4. Quality Assurance

- Does government have arrangements for quality assurance? Are EDC and MofD explicitly included in the definition of quality and in arrangements for assuring quality?

2.4.5. Information and Communication Technologies

- Does government have policies on the introduction and use of ICT in schools? Are EDC and MofD explicit features of this policy?

3. Policy Implementation Measures

3.1. General Considerations

- If the government has a declared education development strategy, (See section 2.1) does it have effective arrangements for implementation? What institutions exist within the state apparatus to facilitate, support, or ensure implementation of government educational policy goals?
- What, if any, active partnerships exist between government and appropriate NGO's in any parts of this field?

3.2. Education for Democratic Citizenship

The following sub-sections (3.2 to 3.4) contain the main areas to be covered. The content of policies in each area will have already been considered in the corresponding sub-section in Section 2. In this Section (Section 3) the focus is on identifying what, if any, measures are in place to ensure that these policies are successfully implemented. In order to do this effectively, I suggest that the same key questions should be applied to each of the sub-sub-sections of 3.2 and 3.3, and then to the list of cross cutting issues that follow in sub-sub-sections of I suggest that these questions should be:

- What measures are in place that would lead to the implementation of this policy? Do these measures include a specific implementation program?
- Is there a published implementation program for these measures? Is it widely circulated? Have the major stakeholders been consulted and are they involved – or are there plans for their involvement? Are there dates set for the completion of tasks within the program and of the program itself?
- Is there clear political support for this program? Is there any significant opposition? If so, from what source/s?
- Are there any pilot programs established? If so, what is the scale of the pilot (10 schools? 10% of schools?)
- Which institution/s is/are responsible for this implementation program and for ensuring its success? Where does final responsibility for the program lie?
- Are there any public/NGO partnerships involved?
- Are there figures available for the financial support of this program? How do the resources match up to the order of magnitude of the task?
- What arrangements are there for monitoring the progress and success or failure of this program?

3.2.1. Curriculum

3.2.2. Structural/organizational

3.2.3. Teacher training

3.3. Valuing cultural diversity and social cohesion

3.3.1. Curriculum

3.3.2. Structural/organizational

3.3.3. Teacher Training

3.4. Cross Cutting Issues

3.4.1. Life-long Learning

3.4.2. Research

3.4.3. International Co-operation

3.4.4. Information and Communication Technologies

3.4.5. Quality Assurance

3.4.6. Finance

- Are there any general points to be made about overall finance for this area, other than those already covered under the specific headings in this chapter?

4. VIEWS FROM THE GRASS ROOTS

4.1. General considerations

- Identify the major development agents active in this field (EDC and MofD. Outline any programs which are having a significant impact.

4.2. Chosen approach to data gathering

- Explain the approach you have chosen to take in gathering data for this section of the report. For example: sample structured interviews, questionnaire, focus group, and/or distillations of existing research. Explain the nature of your chosen sample.

4.3. Findings

- Do the practitioners sampled know of the existence of relevant government policies?
- Were they consulted/involved in the preparation of these policies?
- What partnerships exist in the programs or other measures for the implementation of these policies?
- What gaps and/or problems do they see in national policies in this field?
- What gaps and/or problems are they aware of in current government policy implementation measures?
- What problems are they themselves facing in working within the national policy framework in this field?

5. CONCLUSIONS

- Your views, insights and understandings .....

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